DRAFT

ENVIRONMENTAL IMPACT REPORT AND STATEMENT

for the

1977 COMMUNITY DEVELOPMENT PROGRAM

AND HOUSING ASSISTANCE PLAN

FOR THE COMMUNITY DEVELOPMENT BLOCK GRANT

EF-EB76.300

August 13, 1976

SAN FRANCISCO
DEPARTMENT OF CITY PLANNING
100 Larkin Street
San Francisco, CA 94102

Review Period:
August 13, 1976 - September 27, 1976

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CHAPTER ONE. SUMMARY

For the third year of a three-year community development plan, San Francisco anticipates receiving $28.8 million from the U.S. Department of Housing and Urban Development. Priorities for funding have not changed from the previous years' efforts.

First priorities would be completion of existing programs such as (1) Redevelopment projects in the Western Addition, Hunters Point, Golden Gateway, and India Basin, and (2) Model Cities programs in the Mission and Bayview Hunters Point. The majority of the third year funds would be allocated for completion of these projects.

It is proposed that $7.6 million would be used to begin new projects. The emphasis would be on the conservation of the City's existing housing and on the improvement of neighborhood quality.

The programs would be concentrated in the low and moderate income portions of the City. The impacts of these proposals include displacement of persons living in substandard housing which would be replaced; the consumption of non-renewable energy and material resources in construction; and less than 1% increases in loads upon existing public and private utilities and services, due to changes in life style associated with improved living conditions, and economic development. Emphasis on rehabilitation of existing structures and on scattered site development, in preference to large scale clearance and/or buildings, tends to mitigate displacement and energy consumption impacts.

The major alternative to the proposed program would be design of new, large redevelopment projects which would result in increased displacement, energy consumption and other impacts.

The block grant application is subject to environmental review under both California and Federal law; therefore, this document is a joint draft environmental impact report and statement (EIR/S). The applicant is the City and County of San Francisco, whose chief executive officer is Mayor George R. Moscone, City Hall, San Francisco 94102, (415) 558-3456. For additional information about the proposed projects or the EIR/S, the Office of Community Development, 939 Ellis Street, San Francisco 94102, (415) 558-4566 (James Jaquet, Director; Mary Clute, Community Development Specialist) and the Department of City Planning, 100 Larkin Street, San Francisco 94102, (415) 558-3056 (Selina Bendix, Environmental Review Officer; Alec S. Bash, EIR/S Coordinator) may be contacted. Chapter XII includes a distribution list of agencies, groups and individuals from whom comments have been requested.

CHAPTER TWO. PROJECT DESCRIPTION

A. Introduction

The Housing and Community Development Act of 1974, Public Law 93-383, established a major new funding system for programs assisted by the Department of Housing and Urban Development (HUD). Title I of this Act provides so-called "block grants" for community development activities, many of which were formerly funded under Title I of the Housing Act of 1949 (urban renewal programs) or under Title I of the Demonstration Cities and Metropolitan Development Act of 1966 (Model Cities program).

Section 104 (h) of the Act delegates to the applicant environmental review, as provided under the National Environmental Policy Act of 1969 (NEPA), of projects proposed to be funded by the block grant program. This document is designed to meet federal and state environmental review requirements under NEPA and CEQA (the California Environmental Quality Act of 1970), respectively; hence, it is both an Environmental Imapct Statement (EIS under NEPA) and an Environmental Impact Report (EIR under CEQA), and will herein-after be referred to as an EIR/S.

This EIR/S is for the 1977 block grant application as a whole. Individual projects proposed to be funded by this grant have been, or are being, subjected to individual environmental review. For the 1975 calendar year, the grant application and the EIR/S covered general community development policies for the next three years. In the second year program, general program guidelines were restated, and specific activities discussed. The third year program again restates these guidelines, and programs specific activities. This EIR/S will describe the types of projects eligible for block grant funding, the criteria employed in project selection, the environmental impacts of the program, measures to reduce potential impacts, possible alternatives to the proposed program, and the funding and environmental review status of individual proposed projects.

B. Program Goals

The four major program objectives would be: conserve existing housing, develop new housing, improve neighborhood quality and increase economic development.

The major goal of the City's community development program would be the improvement of housing and residential quality. The main program for improved residential quality would be the rehabilitation of existing structures. An attempt would be made to retain the character and architectural style of the City.

In keeping with the City's policy of neighborhood maintenance, as expressed in the Comprehensive Plan, none of the proposed programs would involve massive clearance or demolition. Emphasis would be on scattered, relatively small, sites throughout the City, to preclude concentrations of low and moderate income housing units. Instead, the City would program for new housing on a small site basis. Priority in new community development activities would be given to housing and related needs of low and moderate income persons.

The program would envision neighborhood improvement projects such as additional community centers designed to provide social services in areas where major community development activities are planned. As noted in the Community Development program for 1975, plans are being developed to determine where centers should be located, what services should be offered, and how they should be financed. The program for 1976 continues to implement the general community development program established in the first year's block grant program.

In keeping with the City's policy for economic development, monies are allocated to complete the India Basin special use district. The project is planned to offer greater employment advantages for residents of San Francisco, particularly in the blue collar skills.

Rehabilitation and expansion of neighborhood parks and recreational facilities would be a program goal. Although the Open Space Acquisition and Parks Renovation program, created with the passage of Proposition J in the November 1974 election. would provide part of the means to accomplish this, block grant monies may be needed to give continued support to these efforts.

In addition to the above, two new program directions are proposed for initiation in this year's program, the rehabilitation of child care facilities and the improvement of neighborhood commercial districts.

C. Project Location

The City and County of San Francisco is surrounded on three sides by water, being bounded on the west by the Pacific Ocean and on the north and east by San Francisco Bay. San Francisco Bay is the only sea level entrance into the interior of California. Maps of the City and its vicinity are presented in Exhibits I and II.

Except for parks, military reservations and hill slopes, the City is practically 100% developed. The west side is predominantly residential, with primarily single-family housing. The northern districts include the downtown commercial area, with its daytime work force from over the Bay area; a large industrial area; and a large residential area, predominantly of multi-family units. The central districts are

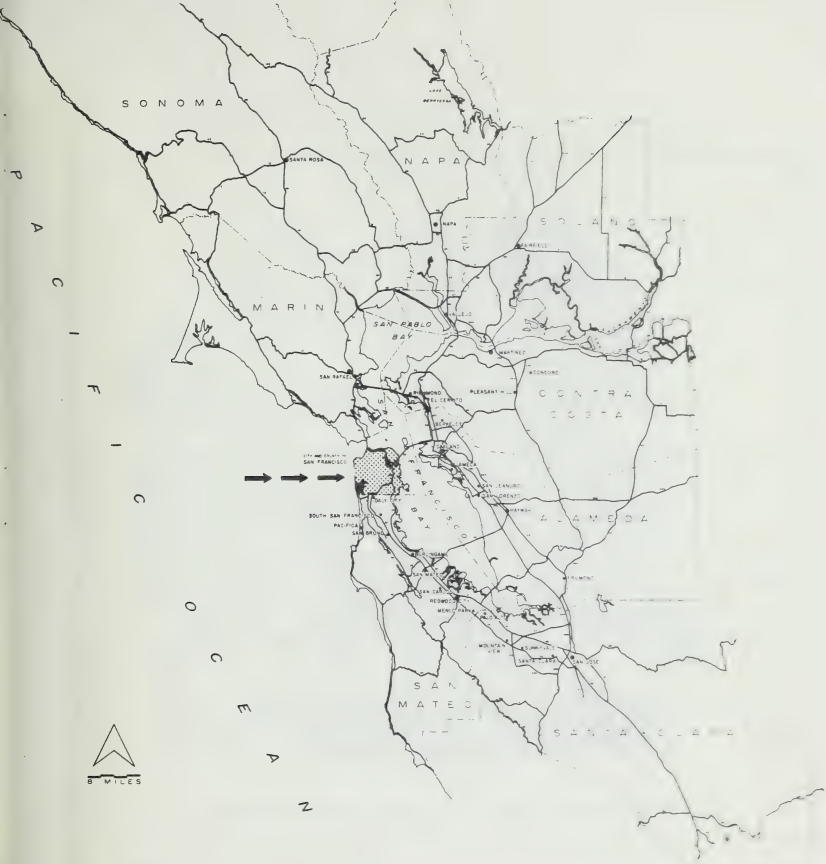


EXHIBIT I

SAN FRANCISCO BAY REGION

- CITY WITH OVER 20,000 POPULATION
- COUNTY SEAT
- COUNTY LINE
- STATE, U.S. OR INTERSTATE HIGHWAY

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

TOPOGRAPHIC MAP OF SAN FRANCISCO

EXHIBIT II

primarily residential areas of single-family homes, duplexes and flats. The southeast district, while mostly single-family residential, includes a large industrial area.

D. Program Description

Since a City policy to keep existing, funded projects moving expeditiously to completion has been established by the Board of Supervisors through ordinances, resolutions and legal contracts, the proposed third year plan for comprehensive development activities reflects a policy of completion of existing projects, as well as initiation of new directions for additional program activities.

Under the Community Development Block Grant Program, the City expects to receive approximately $76.7 million between January 1977 and January 1980. Of this, approximately $45.0 million would be needed to meet the outstanding costs in the City's existing redevelopment, code enforcement and model cities programs.

All community development activities must conform to the provisions of the Housing and Community Development Act. Those activities ineligible for funding include (1) the use of block grant money so as to reduce the amount of local financial support for community development substantially below prior levels and (2) the acquisition, construction or reconstruction of certain public facilities, such as schools, hospitals, convention halls or general government administration buildings. Public and social services may be funded with community development block grant funds only if funds are not available from other federal sources. New housing construction, housing allowances, general government administration and maintenance, and political activity are also prohibited.

Community Development Program

The Community Development Program is administered on the Federal level by HUD and on the local level by the Mayor's Office of Community Development in cooperation with a number of other city agencies on the Technical Policy Committee, with functions as described below.

The Department of City Planning provides planning and programming assistance, as well as performing community liaison work. Other agencies, such as the Department of Public Works, the Bureau of Building Inspection, the Public Library, the Recreation and Park Department, the Redevelopment Agency, the Housing Authority, and the Model Cities Agency, receive funds to carry out identified community development projects in their areas of authority and expertise.

A Citizens Committee on Community Development, appointed by the Mayor, assists and advises in the preparation of the annual program.

San Francisco's proposals for community development and housing are presented in two parts. The first part includes a program to meet the City's community development needs; the second part is a plan for housing assistance designed to meet the housing needs of low and moderate income families. Preference was given to areas with a relatively high proportion of minority and lower income residents, as indicated in Exhibits III and IV. In screening requests for new activities, each proposal was analyzed according to several major factors. The following questions were asked in each case:

a) Does the proposal focus on one of the four priority needs?

- to conserve existing housing
- to develop new housing
- to improve neighborhood quality
- to increase economic development

b) Does the proposal conform to the provisions of Federal law and regulations?

- Does it focus on the needs of low and moderate-income persons?
- Is the activity eligible for funding under the law?
- Is the proposal directed toward the prevention or elimination of slums and blight?
- Are there funds available for the project from other federal sources?
- Would block grant funds substantially reduce the current level of local financial support, if any, for this activity?

c) Does the proposed project have strong citizen and executive support?

d) Does it support an increased emphasis on neighborhood conservation and rehabilitation?

e) Does it support child care facilities in connection with community development activities?

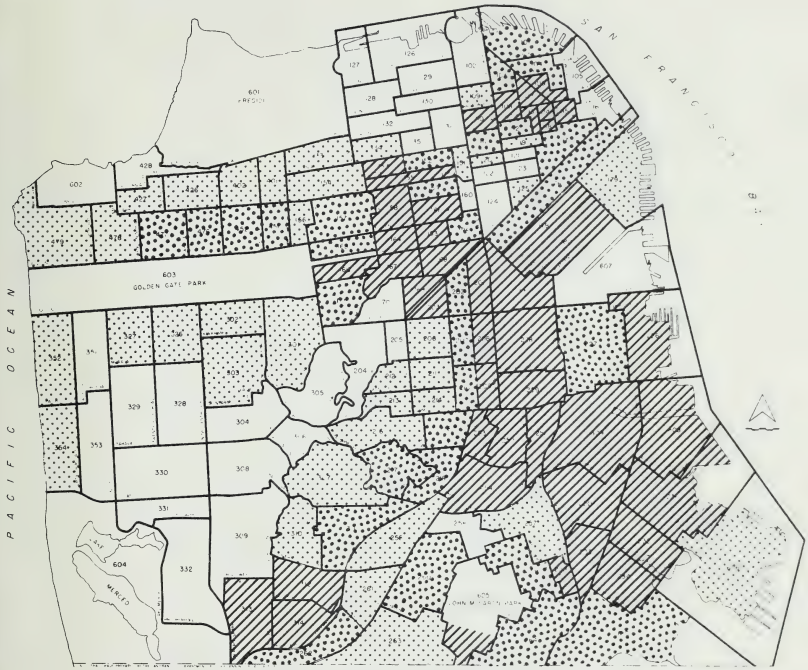
f) Is the proposal feasible? Can it be carried out in a reasonable amount of time? Is there an appropriate administrative agency?

g) Is the proposed program in a high need area?

h) Does the proposal focus primarily on physical improvements?

Scheduling

The 1974 legislation established a six-year funding schedule.



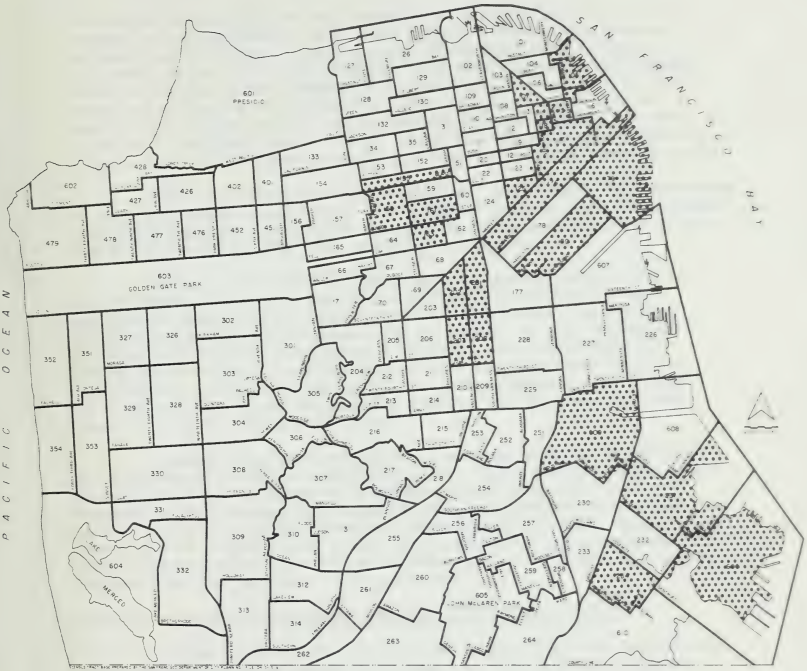
1970 CENSUS TRACTS

EXHIBIT III

DISTRIBUTION OF MINORITY GROUPS
A COMPOSITE OF BLACKS-LATINS-ASIANS

- Less Than 20%
- 20-39%
- 40-59%
- 60% or More

Source: U.S. Census of Population, 1970



1970 CENSUS TRACTS EXHIBIT IV

DISTRIBUTION OF LOWER INCOME POPULATION*

Less Than 60% of Population in Lower Income Households

60% or More of Population in Lower Income Households

* Population in Households with Income Less than 80% of San Francisco Median Income

Source: U.S. Census of Population, 1970

Protection was provided in early years to cities that have heavy commitment to and investments in on-going community development programs by providing them with a "hold harmless" block grant amount, equal to the annual average of funding received under HUD's "categorical programs" during fiscal years 1968 through 1972. However, this early "hold harmless" protection is progressively reduced until a point when all metropolitan cities (over 50,000 population) will be eligible for funds based upon a national formula, which takes into account a city's population, extent of overcrowded housing, and extent of poverty (counted twice).

Thus, the amount of funds to which San Francisco is entitled--known as the "entitlement amount"--over the program's six-year period is reduced from $28.8 million in 1975, 1976 and 1977, to $22.2 million, $16.9 million and $12.8 million in 1978, 1979 and 1980, respectively.

In 1977, the community development application would allocate approximately $7.6 million for new programs, while the bulk of the application would support on-going categorical programs. As existing programs are eventually completed more monies will be made available to begin new community development activities, even though federal monies would decline. Those new activities to be considered would be designed to: (1) improve the quality of existing housing; (2) provide new housing; (3) improve neighborhood quality; and (4) advance economic opportunity through land development.

Citizen involvement would be a continuous activity in planning and programming Community Development funds. A nine-step procedure developed for programming Community Development funds is described in Appendix A, 1977 Community Development Program and Housing Assistance Plan, page 2. It is anticipated that resources would be available through block grants to work directly with community organizations and citizens to assess and articulate Community Development needs, and to jointly develop programs that are responsive to those needs.

Part One: Community Development Projects Proposed for Funding

The new projects are identified by an asterisk. The implementing agency is identified in parenthesis, using the following abbreviations: BBI - Bureau of Building Inspection; MCA - Model Cities Agency; DCP - Department of City Planning; DPW - Department of Public Works; PLC - Public Library Commission; SFHA - San Francisco Housing Authority; DRP - Department of Recreation and Parks; OCD - Office of Community Development. Indicated funding amounts are approximate. Programs continued from previous years' Community Development Block Grant Applications are indicated in the descriptions of individual items, although no funding may be proposed this year. A more complete description of each program is included in Appendix A, pages 4 to 7. Exhibits V and VI indicate rehabilitation and redevelopment in San Francisco, and the distribution of assisted housing units.

REHABILITATION AND REDEVELOPMENT IN SAN FRANCISCO

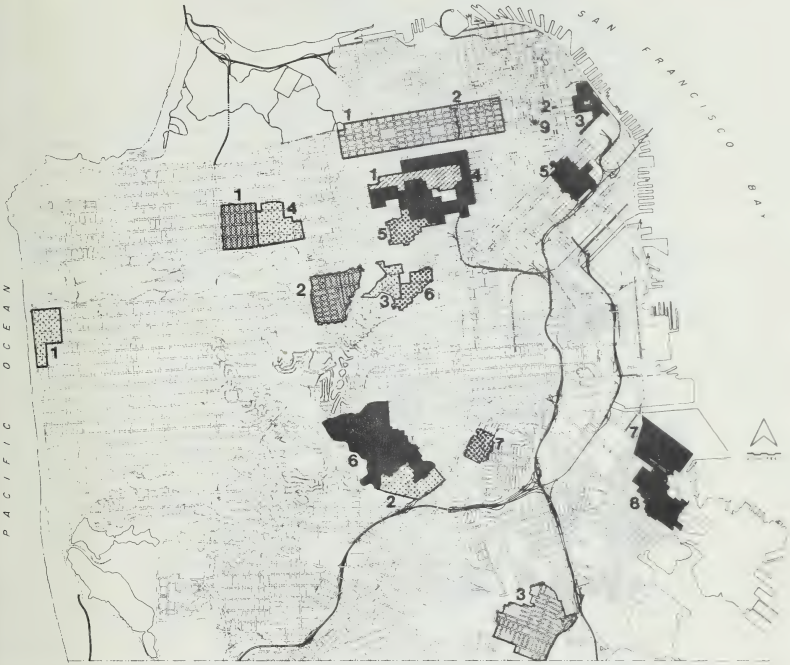


EXHIBIT V

REDEVELOPMENT PROJECT AREAS

COMPLETED

1. Western Addition A-1
2. Chinese Cultural and Trade Center

DEVELOPMENT STAGE

3. Golden Gateway
4. Western Addition A-2
5. Yerba Buena Center
6. Diamond Heights
7. India Basin Industrial Park
8. Hunters Point
9. Stockton - Sacramento

FEDERALLY-ASSISTED CODE ENFORCEMENT AREAS

COMPLETED

1. Great Highway
2. Glen Park
3. Buena Vista Heights
4. Arguello Park

IN PROGRESS

5. Alamo Square
6. Duboce Triangle
7. Bernal Heights

REHABILITATION ASSISTANCE PROGRAM AREAS

1. Inner Richmond
2. Upper Ashbury

CONSERVATION AREAS

COMPLETED

1. Pacific Heights
2. West Nob Hill
3. Visitacion Valley

AUGUST 1976

1970 CENSUS TRACTS

EXHIBIT VI

DISTRIBUTIONS OF EXISTING ASSISTED HOUSING UNITS

- Assessor's Block With Public Housing or Other Subsidized Housing
- Census Tract with Ratio of Assisted Housing to Total Housing Greater Than Overall City Ratio

Sources: S.F. Housing Authority & S.F. Redevelopment Agency

AUGUST 1976

a. Conserve Existing Housing

It is anticipated that, in 1977, the Federally Assisted Code Enforcement (FACE) projects will be completed and the Rehabilitation Assistance Program (RAP) will be continued, both with funds allocated in previous years. In addition, funding allocations are being reserved to finance new residential rehabilitation programs, including those expected to flow from the rehabilitation studies currently underway. Funds are also being set aside to rehabilitate public housing projects in many parts of the City.

1. FACE

$0

Complete the Federally-Assisted Code Enforcement (FACE) program in Alamo Square, Bernal Heights and Duboce Triangle (BBI)

2. RAP

$0

Carry out rehabilitation Assistance Program (RAP) activities in the Innor Richmond and Upper Ashbury areas (BBI)

3. BAYVIEW NORTH

$0

Undertake planning activities for the initiation of a residential rehabilitation renewal program in the Bayview North area (SFRA)

4. PUBLIC HOUSING

$1,564,000

Undertake rehabilitation activities in existing public housing projects (SFHA):

- boiler facilities of fourteen housing projects	$150,000
- Alemany	$ 80,000
- Bernal Dwellings	$310,000
- Ping Yuen	$134,000
- Potrero Terrace	$373,000
- Valencia Gardens	$312,000
- Westside Courts	$205,000

5. REHABILITATION STUDY IMPLEMENTATION

$350,000

Implement new methods of residential rehabilitation (DCP/SFRA/BBI)

b. Develop New Housing

Although Community Development Block Grant funds cannot be used to finance the actual construction of new housing units, they can assist in the acquisition and preparation of sites for such housing. To construct new housing to meet the needs of low and moderate income persons, assistance must be secured from HUD under the new Section 8 subsidized housing program to augment financing secured from conventional lending institutions.

A substantial amount of new housing development is continuing to occur in several redevelopment areas--most notably in Western Addition, Hunters Point, Golden Gateway, Diamond Heights. A smaller-scale project is also underway at the Stockton-Sacramento site in Chinatown.

A new program for the acquisition of additional housing sites was initiated for Chinatown in the 1975 Program and supplemented in 1976. This program will extend to an additional area in 1977.

1. WESTERN ADDITION A-2

$5,890,600

Continue project activities in the Western Addition A-2 Redevelopment Project (SFRA)

2. HUNTERS POINT NDP

$10,589,400

Continue project activities in the Hunters Point Neighborhood Development Project (SFRA)

3. GOLDEN GATEWAY

$0

Continue project activities in the Golden Gateway Redevelopment area (SFRA)

4. STOCKTON/SACRAMENTO SITE

$180,400

Continue project activities in the Stockton/Sacramento Redevelopment Project (SFRA)

5. DIAMOND HEIGHTS

$0

Continue project activities in the Diamond Heights Redevelopment area (SFRA)

6. ACQUISITION OF HOUSING SITES

$300,000

Acquire housing sites in the South of Market area (DCP/SFRA/SFHA)

c. Improve Neighborhood Quality

A continuing need expressed by individual citizens and neighborhood groups is that of improving the quality of our neighborhood environments. The Community Development Block Grant offers one of the first opportunities to address this need in a substantial and comprehensive way in high need neighborhoods throughout the city under a variety of related programs.

Several new neighborhood programs were initiated in 1975 and 1976. Some of these are being continued in 1977 and expanded to additional areas.

1. MODEL CITIES PROGRAM

$ to be determined

Complete Model Cities activities in the Bayview-Hunters Point and Mission Model Neighborhoods (MCA)

2. RECREATIONAL FACILITIES

$750,000

Renovate and Improve Existing Recreational Facilities (R&P)

- Crocker Amazon	$180,000
- Duboce Park	$200,000

- Hertz Playground $ 50,000
- Mission Dolores Park $ 70,000
- North Beach Playground $ 50,000
- Alamo Square $ 60,000
- Potrero Hill Playground $ 50,000
- Portola Playground $ 50,000
- Excelsior Playground $ 40,000

3. BRANCH LIBRARIES

$0

Implement 1976 program for the rehabilitation of existing branch libraries (PLC)

4. EXISTING NEIGHBORHOOD CENTERS

$197,800

Rehabilitate existing neighborhood centers (MCA)

- Chinatown YMCA $ 30,000
- Chinatown YWCA $ 52,000
- Jewish Community Center $ 25,000
- Morrisania West $ 30,000
- Potrero Hill Neighborhoodhouse $ 30,000
- Visitacion Valley Center $ 30,000

5. CHILDCARE FACILITIES*

$77,000

Rehabilitate Child care facilities (MCA)

- Ping Yuen (NE Mental Health) $ 50,000
- Westside Court (Watoto Weusi) $ 27,000

6. ADDITIONAL NEIGHBORHOOD CENTERS

$300,000

Provide additional neighborhood centers (DCP/MCA)

7. TRAFFIC CONTROL

$120,000

Carry out neighborhood traffic control program. (DPW)

8. NIIP

$200,000

Continue the Neighborhood Initiated Improvement Program (DCP)

9. BICENTENNIAL CELEBRATION

$300,000

Fund neighborhood improvement projects which directly support the city's Bicentennial Celebration (DCP)

10. PHYSICAL BARRIERS

$200,000

Remove physical barriers which impede the mobility of elderly and handicapped persons in public buildings (DPW)

- Feasibility Studies	$30,000
- Main Library Entrance	$55,000
- Branch Libraries	$115,000

11. HISTORIC PRESERVATION

$0

Provide loans and grants for the rehabilitation of structures with special architectural or historic value (DCP)

d. Increase Economic Development

1. INDIA BASIN INDUSTRIAL PARK

$339,600

Continue project activities in the India Basin Industrial Park redevelopment project (SFRA)

2. YERBA BUENA CENTER

$0

Continue project activities in the Yerba Buena Center redevelopment project (SFRA)

3. NEIGHBORHOOD COMMERCIAL DISTRICTS*

$125,000

Carry out a Neighborhood Commercial District improvement program (DCP/DPW)

e. Community Development Programming and Management - $527,000

1. OFFICE OF COMMUNITY DEVELOPMENT

$290,000

2. DEPARTMENT OF CITY PLANNING

$237,000

f. Contingencies - $6,787,200

San Francisco's maximum contingency fund, as allowed by federal regulation, is $2,618,000. This preliminary contingency allocation includes funds being reserved for Model Cities projects which are recommended for continued funding as the result of an evaluation process now underway, and for other worthy proposals resulting from the public hearing process.

Part Two: The Housing Assistance Plan

The various efforts the City would support in 1977 to improve the conditions of existing housing, especially for low and moderate income families, continues those efforts begun in the earlier program years.

The major program which would help meet the housing needs of San Francisco lower income households would be the new Housing Assistance Payments program, sometimes referred to as the "Section 8" program.

Under this program HUD provides financial assistance to owners to make up the difference between fair market rents and the lower income family's ability to pay. "Lower income families" are defined as households whose income is 80% or less of the median income in the San Francisco area ($17,000 in 1976). "Ability to pay," established by HUD, is to be not less than 15 percent nor more than 25 percent of total family income, taking into consideration the income of the family, the number of minor children in the household and the extent of medical or other unusual expenses incurred by the family. Owners of residential buildings eligible to receive housing assistance payments include private profit corporations and individuals, non-profit sponsors, and public housing agencies.

Again, as noted in 1975 and 1976, the Housing Assistance Plan enumerates three types of housing programs where the housing assistance payments would be used: rehabilitation, existing housing, and new construction.

While the need for housing assistance is substantial, the anticipated level of resources available to meet these needs is limited. The Residence, Strategy and Programs Report sets forth a basic direction for the allocation for assistance funds and outlines priorities for the use of such funds. With respect to low and moderate income housing, the Report states that "where subsidy funds are available for this purpose they should go: (a) to honor existing commitments...(b) to assist scattered site new development of subsidized housing in coordination with neighborhood rehabilitation programs... (c) to provide a percentage of low and moderate income units in major new developments occuring through the private market."[1]

Guidelines for Development

It is the City's policy to promote a balanced housing program. The objectives of this policy are (1) to locate assisted projects where they will promote economic and racial integration; and (2) to locate assisted projects where they will encourage the revitalization of neighborhoods. To further integrate efforts, preference will be given to proposed housing projects located outside existing areas of minority or low income concentration. (See Exhibits III and IV, pages 7a and 7b). At the same time, there is a continuing need to provide new or rehabilitated housing in existing community revitalization areas. Proposed housing projects in areas of racial or economic concentration will be considered if (1) they are a part of a program to revitalize the neighborhood, (2) there is community support for the projects, and (3) there are other housing choices available for lower income persons outside areas of racial or economic concentration.

In addition, it is the policy of the City that the proposed projects be evaluated and selected in terms of specific guidelines (see Appendix A,p.A 10) which relate to locations, environmental conditions, accessibility, sponsoring entity, physically handicapped and developmentally disabled, income mix, unit size and Comprehensive Plan and Codes of the City.

The Department of City Planning has prepared guidelines[2] for the

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1. Residence, Strategy and Programs - Recommendations for Implementing the Residence Element of the Comprehensive Plan of San Francisco, San Francisco Department of City Planning, December 1973.

2. New Construction and Substantial Rehabilitation Project Design Guidelines, dated April 24, 1975, and Development Guidelines for Construction and Substantial Rehabilitation of Housing for Physically Handicapped and Developmentally Disabled People, dated March 15, 1976. Additional guidelines will be developed for housing for elderly households.

design of new construction and substantial rehabilitation, which are on file and available for public review and distribution at the Department Offices.

Use of the Housing Assistance Payments Program - 1976

The Housing Assistance Plan (HAP) for 1977 continues the 1975 and 1976 programs, and offers additional housing projects for consideration.

The proposed allocation and use of Housing Assistance Payment in San Francisco in 1976 is included in Appendix A, pages A8 to 10, is summarized as follows (also see Table I; Goals for Assisted Housing-1977):

a. REHABILITATION - 1670 units

Neighborhood conservation and housing rehabilitation is one of the basic strategies of San Francisco's community development and housing assistance programs. Comparatively, rehabilitation is a less expensive and more speedy means than new construction to deliver decent, safe and sanitary housing for lower-income households. It is also an effective mechanism to preserve large (three or more bedrooms) housing units.

A comprehensive and effective rehabilitation program includes two types of assistance: rehabilitation loans at favorable terms and housing assistance payments to make units available for lower-income households. The Section 312 program was identified as the only source of low-interest rehabilitation loans in the 1975 Housing Assistance Plan. This program remains crucial to complete rehabilitation in the City's FACE and redevelopment programs. If adequate Section 312 funding is available, FACE will be completed by December 31, 1976. The Section 312 program is not identified as a goal in the 1977 HAP due to the uncertainty of its continued funding by HUD. New resources such as the City-sponsored Rehabilitation Assistance Program (RAP) and the Redevelopment Agency's rehabilitation loan program will be used to the greatest extent possible to supplement the Section 312 program. In terms of housing assistance payments, the Section 8 program is the only resource. An allocation of 550 units under the Section 8 substantial rehabilitation program in 1977 will be necessary to realize the goals for rehabilitation in 1976. The goal of 1670 units of rehabilitation is distributed as follows:

1. Locally-Financed Rehabilitation Loans - 441 Units

2. Public Housing Modernization - 679 Units

3. Section 8 Housing Assistance Payments - 550 Units

b. EXISTING HOUSING - 430 units

The Section 8 Housing Assistance Payments Program can be used to house eligible lower-income families and individuals in standard existing housing units at rents they can afford. These households pay between 15 and 25 percent of their income, and the remainder of the fair market rent is paid by the Section 8 Program. The San Francisco Housing Authority is currently implementing a Section 8 Program for existing housing of 500 units. Additional allocations of Section 8 will be used to expand the present leasing program with 100 units being used to support the designated rehabilitation program areas, and the remaining 330 units being used City-wide.

c. NEW CONSTRUCTION - 1602 units

New housing developments are an integral element of the City's Housing Assistance Plan. Through new construction, opportunities are created to meet housing needs that are otherwise left unmet by the existing supply. For instance, the existing housing supply is acutely insufficient for those households identified as lacking "suitable" housing, such as large families and handicapped or disabled persons. As part of the City's programming, priority is given to completion of on-going and committed new development projects. These include existing project commitments for (1) projects in designated redevelopment areas and the Mission and Hunters Point Model Neighborhoods, (2) the public housing units authorized by public referenda in 1964 and 1968, and (3) the replacement of approximately 200 public housing units to be removed in conjunction with the Target Projects Program in the Hunters Point area. New allocations, specifically through the Section 8 Program, should be used to supplement FHA-insured or privately-financed new construction projects, and to promote economic and racial integration by such means as scattered distribution of new assisted housing projects. The goal of 1602 total units of new construction is distributed as follows:

1. Section 8 Housing Assistance Payments - 1202 units

   - Pre-approved Sites; Hunters Point Redevelopment Area - 302 units

   - Scattered Site Replacement of Public Housing - 200 Units

   - Scattered Site Units and California Housing Finance Agency - 300 units

   - Section 202 Housing Development by Non-Profit Corporations - 300 Units

   - Units in Large Market-Rate Developments - 100 units

2. Conventional Public Housing - 400 units

TABLE I

GOALS FOR ASSISTED HOUSING - 1977

	Total Units	Family Units	Elderly/Handicapped Units
REHABILITATION	1,670		
Locally-Financed Rehabilitation Loans	441		
RAP: Inner Richmond	107		
Upper Ashbury	141		
Hardship Loans (both areas)	68		
Western Addition A-2	125		
Public Housing Modernization	679	679	
Section 8 Housing Assistance Payments	550		
Designated Rehabilitation Areas	350		
Scattered Site Rehabilitation	200		
EXISTING	430		
Section 8 Housing Assistance Payments	430		
Designated Rehabilitation Areas	100		
Leasing Program	330		
NEW CONSTRUCTION	1,602		
Section 8 Housing Assistance Payments	1,202		
Pre-Approved Sites, Hunters Point Redevelopment Area	302	302	
Scattered Site Replacement of Public Housing	200		
Scattered Sites and CHFA	300	100	200
Section 202	300		300
Units in Large Market-Rate Developments	100		
CONVENTIONAL PUBLIC HOUSING	400	100	300
TOTAL	3,702		

E. Status of Individual Programs

As the third year of the three-year program for community development, the majority of the proposals are continuing projects. Each of the continuing projects have been subject to individual review under both CEQA and NEPA, and in the current year again may be subject to such review, along with the new programs, depending upon the activity proposed. The procedure under CEQA is compared to the HUD Block Grant Procedures for the Community Development Block Grant Program, (Federal Register, July 16, 1975) in Appendix B, Comparison of State and Federal Environmental Review Procedures.

The funding and environmental review status of each individual program in the three-year community development program is presented in Table II, Review of Individual Projects. As may be noted, a large portion of the funds that were allocated in 1975 and 1976 have not been expended (allocated; $51.0 million; expenditures to June 30, 1976, $11.1 million). There are several reasons for this: (1) there may have been use of City funds which have not been reimbursed yet from community development monies; (2) there may have been a lead time involved in program start-up during which there would have been little expenditure; (3) the allocation may have been a reservation of funds to accumulate enough monies to fund a future activity; and (4) the expenditures represent the first one and one half years of a program where expenditures can continue indefinnitely (until exhausted), with no cutoff date.

TABLE II

REVIEW OF INDIVIDUAL PROJECTS

	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
1	FACE (A-1, $0)	$995,000	$623,318	EE75.29, Certificate of Exemption, 1/28/75	EF75.180, Notice of No Significant Effect, 5/23/75
2	RAP (A-2, $0)	$2,511,864	$255,705	Will be subject to environmental review if new areas are identified.	
	Upper Ashbury			EF75.241, Draft Environmental Impact Report, proposed for 8/20/76.	EF75.241, Draft Environmental Impact Report, proposed for 8/20/76.
2.2	Inner Richmond			EF75.52, Certificate of Exemption, 2/11/75	EF75.181, Notice of No Significant Effect, 5/23/75
3	Public Housing (A-4, $1,564,000)	$2,092,450	$0	Will be subject to environmental review for 1977 rehabilitation.	
3.1	Hunters Point Area			EE75.68 and EE76.85, Negative Declarations, 2/21/75 and 3/26/76	EF75.202 and EF75.447, Notice of No Significant Effect, 6/20/75 and 2/23/76
4	Bayview North (A-3, $0)	$75,000	$16,045	Will be subject to environmental review when program and area are identified.	
4.1	Residential Rehabilitation Renewal Study			EE75.51, Certificate of Exemption, 2/11/75	EF75.474, Certificate of Exemption, 1/15/75
5	Rehabilitation Study Implementation (A-5, $350,000)	$50,000	$0	Will be subject to environmental review when programs are implemented.	
5.1	Public Acquisition and Resale Study			EE75.48, Certificate of Exemption, 2/10/75	EF75.190, Certificate of Exemption, 5/27/75
5.2	Financing Rehabilitation Loans Study			EE75.49, Certificate of Exemption, 2/10/75	EF75.475, Certificate of Exemption, 1/15/75

TABLE II (cont'd)

	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
6	Western Addition A-2 (B-1, $5,890,600)	$10,270,500	$2,568,231	EE75.69, Certificate of Exemption, 2/19/75	EF75.3A, Certificate of Exemption, 1/15/75
7	Hunters Point NDP (B-2, $10,589,400)	$14,056,500	$2,809,088	EE75.44, Certificate of Exemption, 2/5/75	EF75.3G, Certificate of Exemption, 1/15/75
8	Golden Gateway (B-3, $0)	$200,000	$0	EE75.36, Certificate of Exemption, 1/29/75	EF75.411, Certificate of Exemption, 11/6/75
9	Stockton/Sacramento Site (B-4, $180,400)	$0	$0	EE74.61, Final Environmental Impact Report	HUD Finding of Inapplicability, no significant environmental impact, 9/10/74
10	Acquisition of Housing Sites (B-6, $300,000)	$1,000,000	$0	Will be subject to environmental review when sites are identified.	
10.1	Chinatown site identification			EE75.394, Certificate of Exemption, 10/31/75	EF75.315, Certificate of Exemption, 10/16/75
10.2	South of Market site identification			Will be subject to environmental review.	
11	Model Cities Program (C-1, To Be Determined)	$6,830,836	$4,239,508	Will be subject to environmental review when programs are identified.	
11.1	Bayview-Hunters Point Housing Assistance Office			EE75.66, Negative Declaration, 2/21/75	EF75.3B, Certificate of Exemption, 11/15/75
11.2	Mission Housing Development Corporation			EE75.67, Negative Declaration, 2/21/75	EF75.3C, Certificate of Exemption, 11/15/75
11.3	Bayview-Hunters Point Model Neighborhood Services			EE75.70, Certificate of Exemption, 2/19/75	EF75.3D, Certificate of Exemption, 11/15/75

TABLE II (cont'd)

	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
11.4	Mission Model Neighborhood Services			EE75.71, Certificate of Exemption, 2/19/75	EF75.3E, Certificate of Exemption, 11/15/75
11.5	Mission Manpower and Job Development Programs			EE75.74, Negative Declaration, 2/21/75	EF75.3F, Certificate of Exemption, 11/15/75
11.6	Bayview-Hunters Point Operation Cleanup			EE75.65, Negative Declaration, 2/21/75	EF75.3G, Certificate of Exemption, 11/15/75
12	Existing Neighborhood Centers (C-4, $197,800)	$472,100	$45,054	Will be subject to environmental review for 1977 centers.	
12.1	Visitacion Valley Community Center			EE75.72, Negative Declaration, 2/21/75	EF75.206, Notice of No Significant Effect, 6/13/75
12.2	Mission Neighborhood Centers			EE75.72, Negative Declaration, 2/21/75	EF75.209, Notice of No Significant Effect, 6/13/75
12.3	Potrero Hill Neighborhood House			EE75.72, Negative Declaration, 2/21/75	EF75.207, Notice of No Significant Effect, 11/5/75
12.4	Canon Kip Community House			EE75.72, Negative Declaration, 2/21/75	EF75.208, Notice of No Significant Effect, 6/13/75
12.5	Telegraph Hill Neighborhood Association			EE75.72, Negative Declaration, 2/21/75	EF75.211, Notice of No Significant Effect, 6/13/75
12.6	Bernal Heights			EE75.72, Negative Declaration, 2/21/75	EF75.204, Notice of No Significant Effect, 6/13/75
12.7	Booker T. Washington Community Service Center			EE75.72, Negative Declaration, 2/21/75	EF75.210, Notice of No Significant Effect, 6/13/75

TABLE II (cont'd)

	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
12.8	Jamestown Center			EE76.95, Certificate of Exemption, 3/8/76	EF75.448, Notice of No Significant Effect, 1/23/76
12.9	Centro Latino			EE76.96, Certificate of Exemption, 3/8/76	EF75.449, Notice of No Significant Effect, 1/23/76
12.10	California League for the Handicapped			EE76.97, Certificate of Exemption, 3/8/76	EF76.15, Notice of No Significant Effect, 1/23/76
12.11	1830 Sutter Street YWCA			EE76.98, Certificate of Exemption, 3/8/76	EF76.37, Notice of No Significant Effect, 1/23/76
12.12	Buchanan Street YMCA			EE76.91, Certificate of Exemption, 3/8/76	EF76.16, Notice of No Significant Effect, 1/23/76
12.13	Crispus Attucks Club			EE76.100, Certificate of Exemption, 3/8/76	EF76.38, Notice of No Significant Effect, 1/23/76
12.14	Potrero Hill San Francisco Housing Authority Building			EE76.149, Certificate of Exemption, 3/30/76	EF76.47, Notice of No Significant Effect, 1/30/76
12.15	Cameron House			EE76.152, Certificate of Exemption, 3/30/76	EF76.17, Notice of No Significant Effect, 2/20/76
13	Child Care Facilities (C-5, $77,000)	$0	$0	Will be subject to environmental review when facilities are identified.	
14	Additional Neighborhood Centers (C-6, $300,000)	$1,014,000	$30,246	Will be subject to environmental review when centers are proposed.	
14.1	Inventory Needs			EE75.324, Certificate of Exemption, 8/20/75	EF75.476, Certificate of Exemption, 1/15/75
14.2	Lease of Hayes Valley Facility			EE75.397, Negative Declaration, 10/31/75	EF75.451, Certificate of Exemption, 12/5/75

TABLE II (cont'd)

	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
14.3	Lease of Bernal Heights Facility			EE75.397, Negative Declaration, 10/31/75	EF75.452, Certificate of Exemption, 12/5/75
15	Recreational Facilities (C-2, $750,000)	$1,863,800	$29,083	Will be subject to environmental review for 1977 facilities.	
15.1	Chinatown Playground			EE75.53 and EE76.100, Certificates of Exemption, 2/11/75 & 3/8/76	EF75.222 and EF76.27, Notice of No Significant Effect, 6/20/75 & 1/23/76
15.2	Bernal Playground			EE75.53, Certificate of Exemption, 2/11/75	EF75.223, Notice of No Significant Effect, 6/20/75
15.3	Excelsior Playground			EE75.53, Certificate of Exemption, 2/11/75	EF75.224, Notice of No Significant Effect, 6/20/75
15.4	Milton Meyer Recreation Center			EE75.53, Certificate of Exemption, 2/11/75	EF75.226, Notice of No Significant Effect, 6/20/75
15.5	Joseph Lee Recreation Center			EE75.53, Certificate of Exemption, 2/11/75	EF75.227, Notice of No Significant Effect, 6/20/75
15.6	Jackson Playground			EE75.53, Certificate of Exemption, 2/11/75	EF75.228, Notice of No Significant Effect, 6/20/75
15.7	Portola Playground			EE75.53, Certificate of Exemption, 2/11/75	EF75.225, Notice of No Significant Effect, 6/20/75
15.8	Precita Park			EE75.53, Certificate of Exemption, 2/11/75	EF75.229, Notice of No Significant Effect, 6/20/75
15.9	Garfield Square and Pool			EE75.53 and EE76.102, Certificates of Exemption, 2/11/75 & 3/5/76	EF75.230 and EF76.102, Notice of No Significant Effect, 6/20/75 & 1/23/76
15.10	Crocker-Amazon Playground			EE76.102, Certificate of Exemption, 2/11/75	EF75.231, Notice of No Significant Effect, 6/20/75

TABLE II (cont'd)

	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
15.11	Potrero Hill Recreation Center			EE75.53, Certificate of Exemption, 3/8/76	EF76.26, Notice of No Significant Effect, 1/23/76
15.12	Rolph Playground and Recreation Center			EE76.103, Certificate of Exemption, 3/8/76	EF76.28, Notice of No Significant Effect, 1/23/76
15.13	Panhandle Playground			EE76.104, Certificate of Exemption, 3/8/76	EF76.31, Notice of No Significant Effect, 1/23/76
15.14	Cayuga Recreation Center			EE76.105, Certificate of Exemption, 3/8/76	EF76.25, Notice of No Significant Effect, 1/23/76
15.15	Little Hollywood Playground			EE76.106, Certificate of Exemption, 3/30/76	EF76.32, Notice of No Significant Effect, 1/23/76
15.16	Chinese Recreation Center			EE76.150, Certificate of Exemption, 3/30/76	EF76.30, Notice of No Significant Effect, 1/23/76
15.17.1	Duboce Park (Planning)			EE76.151, Certificate of Exemption, 3/8/76	EF76.23, Notice of No Significant Effect, 1/23/76
15.18	Folsom Playground			EE76.107, Certificate of Exemption, 3/8/76	EF76.29, Notice of No Significant Effect, 1/23/76
16	Branch Libraries (C-3, $0)	$526,000	-	Will not be subject to environmental review, as no 1977 libraries are proposed.	
16.1	Bernal Branch			EE76.91, Certificate of Exemption, 3/8/76	EF76.36, Notice of No Significant Effect, 1/23/76
16.2	Chinatown Branch			EE76.92, Certificate of Exemption, 3/8/76	EF76.35, Notice of No Significant Effect, 1/23/76

TABLE II (cont'd)

	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
16.3	Park Branch			EE76.93, Certificate of Exemption, 3/8/76	EF76.33, Notice of No Significant Effect, 1/23/76
16.4	Noe Valley Branch			EE76.94, Certificate of Exemption, 3/8/76	EF76.34, Notice of No Significant Effect, 1/23/76
17	Traffic Control (C-7, $120,000)	$280,000	$26,035	Will be subject to environmental review for 1977 programs.	
17.1	Traffic Control Study			EE75.312, Certificate of Exemption, 11/31/75	EF75.310, Certificate of Exemption, 10/24/75
17.2	Church and 19th Streets Channelization			EE75.392, Negative Declaration, 10/31/75	EF75.373, Notice of No Significant Effect, 10/24/75
18	NIIP (C-8, $200,000)	$513,014	Ptn. of 17	Will be subject to environmental review for 1977 programs.	
18.1	Prior NIIP			EE75.393, Negative Declaration, 10/31/75	EF75.372, Notice of No Significant Effect, 10/24/75
18.2	Street Trees			EE75.393, Negative Declaration, 10/31/75	EF75.256, Notice of No Significant Effect, 7/5/75
18.3	Community Gardens			EE75.393, Negative Declaration, 10/31/75	EF75.262, Notice of No Significant Effect, 7/5/75
18.4	Painting of Murals			EE75.393, Negative Declaration, 10/31/75	EF75.263, Notice of No Significant Effect, 7/5/75
19	Bicentennial Celebration (C-9, $300,000)	$300,000	$0	Will be subject to environmental review for programs.	
20	Historic Preservation (C-11, $0)			EE75.62, Negative Declaration, 2/21/75	Will be subject to federal environmental review.

TABLE II (cont'd)

	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
21	Physical Barriers	$100,000	$3,222	Will be subject to environmental review on programs.	
21.1	Feasibility Study (C-10, $200,000)			Will be subject to environmental review.	
21.2	Long-Range Program Study			EE75.73, Negative Declaration, 2/21/75	EF75.247, Certificate of Exemption, 6/25/75
22	Martin Luther King Pool	$550,000	$0	EE75.395, Negative Declaration, 10/31/75	EF75.396, Notice of No Significant Effect, 10/31/75
23	Fire Truck	$92,000	$0	EE75.399, Certificate of Exemption, 10/31/75	EF75.400, Notice of No Significant Effect, 11/7/75
24	India Basin Industrial Park (D-1, $339,600)	$4,320,000	$0	EE75.45, Certificate of Exemption, 2/5/75	EF75.314, Certificate of Exemption, 10/31/75
24.1	India Basin Drill Track			EE75.369, Certificate of Exemption, 10/6/75, further state environmental review may occur.	EF75.313, Certificate of Exemption, 10/31/75
25	Yerba Buena Center (D-2, $0)	$0	$0	EE73.23, Final Environmental Impact Report, 7/19/73 Will be subject to further environmental review if project changes substantially.	HUD Final Environmental Impact Statement, 10/21/74
26	Neighborhood Commercial Districts (D-3, $125,000)	$0	$0	Will be subject to environmental review when specific programs are identified.	
27	Office of Community Development (E-1, $290,000)	$617,500	$379,671	Will be subject to environmental review for 1977 programming.	
27.1	Prior OCD			EE75.46, Certificate of Exemption, 2/7/75	EF75.453, Certificate of Exemption, 12/2/75
28	Department of City Planning (E-2, $237,000)	$210,000	See 27	Will be subject to environmental review for 1977 programming.	

TABLE II (cont'd)

.	Project (1977 Code No. and Allocation)	Allocation for 1975 and 1976	Expenditures to 6/30/76	CEQA Review	NEPA Review
28.1	Prior DCP			EE75.46, Certificate of Exemption, 2/7/75	EF75.453, Certificate of Exemption, 12/2/75
28.2	Inner Mission Technical Assistance			EE75.47, Certificate of Exemption, 2/7/75	EF75.473, Certificate of Exemption, 1/15/75
29	Contingencies (F, $6,787,200)	$1,815,436	$83,946	Will be subject to environmental review as part of related programs.	
Other	Diamond Heights (B-5, $0)	$0	$0	EE75.43, Certificate of Exemption, 1/31/75	Will be subject to federal environmental review if funded.
	331-33 Turk Street Health Facility			EE75.363, Negative Declaration, 10/10/75	EF75.311, Notice of No Significant Effect, 10/31/75
Total Program, 1977 (-, $28,798,000)		$50,956,000	$11,109,136	EE76.300, Draft Environmental Impact Report, 8/13/76	EF76.300, Draft Environmental Impact Statement, 8/13/76
Total Program, 1976				EE75.318, Final Environmental Impact Report, 12/4/75	Individual review of each project.
Total Program, 1975				EE75.3, Final Environmental Impact Report, 3/6/75	Individual review of each project.

CHAPTER THREE. ENVIRONMENTAL SETTING

A. Geology and Seismicity

San Francisco is founded on sand, the hills being outcrops of bedrock protruding above the dunes. The two principal kinds of bedrock underlying the sand are chert, a by-produce of volcanic activity, and sandstone. These comprise the Franciscan formation, layers of rock which extend for hundreds of miles along the California and Oregon coasts. The formation, first discovered in San Francisco, extends to depths of 10,000 to 50,000 feet.

Surface deposits over the Franciscan formation include dune sand, Bay mud and clay, slope debris and river fill, beach deposits, alluvium deposited by rivers, landslide deposits, and articifical fill. Although the surface deposits are nowhere near the immensity of the Franciscan formation, they cover a majority of the land area. There are large deposits of sand in the Sunset, Lake Merced, Lobos Creek, and Downtown areas, while a portion of the east side of the City is fill over Bay mud. In general, the surface materials are easily excavated, but may present other problems, such as settling.

San Francisco is in a seismically active area bounded by two major active faults, the San Andreas to the west and the Hayward to the east. The most recent tremor causing significant damage in San Francisco occurred along the San Andreas fault in 1957. No active faults are known to exist within San Francisco. Inactive faults (that is, those faults which have had no movement in the last 10,000 years) have been identified: none of them is considered by geologists[1] to be capable of producing as large an earthquake as has occurred on the San Andreas fault, and none is expected to move in any foreseeable future earthquake.

In a future major earthquake, it is expected that the upper portions of the hills, consisting of bedrock with little or no soil cover, will undergo a lesser degree of shaking than the rest of the City. The zones between the outcropping portions of the hills and the man-made fill or deep soil areas will generally undergo intermediate levels of shaking.

All areas where man-made fill rests upon soft Bay mud may be considered to possess a liquefaction[2] potential. Liquefaction often causes landslides and building settlement, but only during the actual

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1. San Francisco Seismic Safety Investigation, John A. Blume and Associates, San Francisco, 1974.

2. Liquefaction is earthquake-induced transformation of a stable granular material, such as soil, into a fluidlike state, similar to quicksand.

shaking. Areas underlain by dune sand, where the water table is relatively close to the ground surface, also have liquefaction potential. The subsidence hazard area is predominantly restricted to districts of "made" land reclaimed by filling shallow water and marsh areas. In general, this comprises those low-lying filled areas in the eastern portion of the City in which the fill either is known to have subsided in the past or may subside because of underlying compressible Bay muds. Areas of potential geologic concern are indicated in Exhibit X, page

B. Topography

The City is located on a collection of hills comprising part of the coastal range, and is surrounded on three sides by salt water. The hills are generally on a north-south axis (see Exhibit II, page 5) and are highest in the center of the City (Twin Peaks, Mt. Sutro, Mt. Davidson, Golden Gate Heights), with a lower east-west spur to the north (Sutro Heights, The Presidio, Pacific Heights, Russian Hill, Nob Hill, Telegraph Hill). The eastern half of the City has some isolated hills (Potrero Hill, Bernal Heights, Hunters Point Ridge, Bay View Hill, McLaren Park) which rise from a relatively flat area.

The western shoreline of the City is a sandy beach, which runs into the northwestern shoreline, distinguished by steep headlands rising to 300 feet. The cliffs were created by the Ocean which gouged out the soil, sand and rocks. In contrast, much of the remaining shoreline is man-made, the original Bay mud, sandy creek and marsh areas having been reclaimed with fill.

C. Climate and Air Quality

San Francisco is a city with cool summers and mild winters. The climate results from its location on the Pacific Ocean and the southern shore of the Golden Gate, and its isolation on a peninsula by the Bay. Sea fogs, and the low cloudiness associated with them, as well as the climatic differences that exist within the City, depending on the hills and the geographical relationship to Ocean and Bay, are characteristic of San Francisco.

The San Francisco Bay Area and associated valleys constitute a coastal climatic zone which is broken into subparts as a result of wind climatolgoy. Low hills, the influence of the large water areas, and a large influx of maritime air determine the wind patterns in the area.

Northwest winds occur 12 percent to 39 percent of the time in San Francisco. Northwesterly and westerly winds are the most frequent and strongest winds at all seasons. Wind frequencies and speeds are lower in spring, fall and winter. West winds occur between 15 percent and 40 percent of the time, depending on the season, strength and frequency

being greatest in summer. South winds are infrequent except during winter storms, when moderate to strong wind is often combined with rain.

The Bay area has one of the more serious air quality problems in the nation. These problems are principally those of oxidants and carbon monoxide, and are caused predominantly by vehicular emissions. The Bay Area is also within an Air Quality Maintenance Area (AQMA)[1] for photochemical oxidants, particulate matter and sulfur dioxide. San Francisco, however, has relatively pure air, since prevailing winds carry the City's emissions and those of its commuters to other parts of the Bay Area.

D. Housing Characteristics

The distribution of housing in San Francisco is indicated in Exhibit VII. In addition to the 1970 Census information, there have been several reports in recent years on San Francisco housing characteristics.[2] Approximately 28% are lower income[3], living in inadequate conditions. Elderly households are similarly disadvantaged, with 29% of the total elderly households being lower income and living in inadequate conditions.[4]

Sixty percent of San Francisco's housing stock was built prior to 1930, and of this percentage, the majority was built between 1900 and 1920. Some of these buildings, particularly in the older central districts, fall into the category of "Pre-Code, Type C buildings", which can generally be defined as those buildings constructed prior to 1948.

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1. An AQMA is an area with the potential for exceeding any national air quality standard in the period from 1975 to 1985.

2. On file and available for public review at the Department of City Planning: Changes in the San Francisco Housing Inventory, 1971; 1972; 1973; 1974; 1975.
   Residence, 1973 Vacancy Survey, October 1973
   1972 Housing Condition Study

3. The 1976 median income for a family of four for San Francisco has been established by HUD at $17,000. A lower-income household is a household whose income does not exceed 80% of this, or $13,000 for a family of four.

4. Owner- and Renter-Occupied Units by Living Condition, by Elderly/Non-Elderly, and by Race, a Special Tabulation prepared by the U.S. Department of Housing and Urban Development.

1970 CENSUS TRACTS

EXHIBIT VII

HOUSING DENSITY

HOUSING UNITS PER GROSS ACRE

CITY AVERAGE: 10.2

- .01 - 19.9
- 20 - 39.9
- 40 - 59.9
- 60 - 79.9
- 80 - 99.9
- 100 - 106.8

Source: U.S. Census of Population by Tract, 1970

San Francisco also has a substantial number of public housing units which provide homes for many low-income families. Of the total 7,134 public housing units in San Francisco, approximately 50%, or 3,500 have fallen into disrepair and are now in need of major rehabilitation.[1]

The City's vacancy rate is an indicator of housing demand. The Residence, 1973 Vacancy Survey[2] found the City rate to be 2.6%. Experts agree that a vacancy rate of 4-6% is a desirable level for growth and mobility.[3] The 1973 vacancy rate is nearly identical to the one found in 1969 (2.3%) and is indicative of a continuing tight housing market. Alleviation of this problem is difficult in San Francisco, which is largely built up and where there are few vacant lots.

E. Transportation

San Francisco's trafficways system consists primarily of a surface street network, some parts of which are taxed to accommodate the needs of the City's resident population of approximately 700,000 persons and the more than 160,000 non-residents who are employed in the City. Most arterial radiate from the downtown area to other parts of the City. The Thoroughfares Plan of the Transportation Element of the Comprehensive Plan[5] identifies Freeways, Major Thoroughfares, Secondary Thoroughfares and Recreational Streets, which provide access within the City and to surrounding jurisdictions.

Mass transit is provided by the San Francisco Municipal Railway (Muni) on a basic system of 82 routes. The fleet of streetcars, cable-cars, trolley buses and motor coaches carries over 490,000 passengers on a typical weekday. The relatively dense transit coverage provided by the Muni is a result of the physical compactness and the high population density of the City. The routes are strongly oriented toward the downtown area, with 72% of the total mileage operated, and 71% of the patronage, accounted for by the 46 radial routes which enter the downtown area.[6]

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1. Conversation with Everett Heynemann, San Francisco Housing Authority August 6, 1975. Of the 3,500, approximately 1,000 are covered by the 1976 Community Development Program.

2. Op. Cit., page 9

3. FHA Techniques of Housing Market Analysis, Department of Housing and Urban Development, Techniques Developed by FHA Economics and Market Analysis Division, August 1970, pages 134-136.

4. U.S. Census of Population, 1970.

5. Transportation Element of the Comprehensive Plan, Department of City Planning, April 1972, page 23.

6. San Francisco Municipal Railway Planning Operations and Marketing Study, Milestone Report No. 1; Wilbur Smith and Associates, June 1975.

The Transit Preferential Streets Plan of the Transportation Element of the Comprehensive Plan[1] designates Transit Streets designed to assign priority to public transportation on many of the major arterials serving as connecting links between residential neighborhoods and downtown. The San Francisco Board of Supervisors adopted a "Transit First" policy on March 19, 1973, under Resolution No. 189-73.

F. Animals and Plants

No endangered species of animals are found in San Francisco.[2] Remnants of the native, small animal community exists on scattered park and vacant lot sites, together with those elements of the soil microfauna which could adapt to the urban environment.

Rare and endangered plants found in San Francisco include: ARBL: Arabis blepharophylla (Coast rock-cress); ARFR: *Arcto--staphylos franciscana (San Francisco manzanita); CLFR: *Clarkia franciscana (Presidio clarkia); DIDO: Dichondra donnelliana (California dichondra); ERAM-2: Erysimum ammophilum (Coast wall-flower); ERFRF: Erysimum franciscanum (San Francisco wallflower); HECA-5: Helianthella castanea (Diablo helianthella); HECO-5: Hesperolinon congestum (Marin flax dwarf); LAMINI: Lasthenia (minor bavia); PLDI-1: *Plagiobothrys (San Francisco allocarya); SAMA-1: *Sanicula maritima (Adobe sanicle); TACA-1: Tanacetum lamphoratum (Dune Tansy).[3] The approximate distribution of rare and endangered plant species in San Francisco is indicated in Exhibit VIII.

* Very rare and endangered.

As a result of its build-up nature, most of San Francisco's vegetation consists of cultivated varieties rather than native plant species.

G. Archaeological, Historical and Cultural Resources

As a developed city, potential archaeological and historical sites are expected to have been disturbed during the development of the existing City pattern. An archaeological sensitivity map for

1. op. cit., page 13

2. At the Crossroads 1974: A report on California's Endangered and Rare Fish and Wildlife, California Resources Agency, January 1974.

3. Inventory of Rare, Endangered, and Possibly Extinct Vascular Plants, California Native Plant Society, 19 January 1973.

EXHIBIT VIII

ENDANGERED PLANT LOCATIONS IN SAN FRANCISCO

LOCATION PRECISELY KNOWN — COLLECTION AFTER 1945 OR RECENT OBSERVATION

LOCATION NOT PRECISELY KNOWN
- COLLECTION AFTER 1945 OR RECENT OBSERVATION
- COLLECTION BEFORE 1945
- POSSIBLY COMPLETELY DESTROYED AT THIS SITE

★ NOT ENDANGERED

Source: California Native Plant Society, Inventory of Rare and Endangered Vascular Plants

San Francisco, presented as Exhibit IX, differentiates three probability zones for archaeological finds, with the largest general area being the northeast corner of the City. No sites are known where pre-Historic Era (pre-1542) finds are expected.[1]

San Francisco includes buildings appearing upon the Federal Register of Historic Places, State Landmarks, and Local Landmarks and Historic Districts designated by the San Francisco Landmarks Preservation Advisory Board. Here Today: San Francisco's Architectural Heritage[2], indicates many buildings of notable design or value to the community.

The cultural resources of the City are varied, ranging from neighborhood arts centers to the classical public buildings of the Civic Center, and from mini parks and tot lots to Golden Gate Park, with its monumental landscaping and museums. The resources include performing arts groups and sidewalk shows, yearly festivals and bicentennial events, and reflect a population of differing origins and lifestyles.

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1. The California History Plan, Volume 2 - Inventory of Historic Features, California Department of Parks and Recreation, August 1973.

2. Here Today: San Francisco's Architectural Heritage, Junior League of San Francisco, Chronicle Books, 1968.

SAN FRANCISCO ARCHAEOLOGICAL SENSITIVITY MAP

EXHIBIT IX

High potential for archaeological remains: construction should be monitored by a qualified archaeologist.

Less potential for significant finds; retains a high possibility of containing material of archaeological interest. Archaeological section of EIR should be written by archaeologist.

No known potential for archaeological finds. Mitigation measures for possible finds should be included in construction contracts.

Source: James Heid, Consulting Archaeologist

CHAPTER FOUR. THE ENVIRONMENTAL IMPACT OF THE PROPOSED ACTION

A. Displacement of Households

There are two basic types of displacement that may occur as a result of the Community Development Program. The first is displacement due to the acquisition of private property by government action. The other type of displacement occurs as a result of rent increases originating from rehabilitation programs conducted in designated areas of the City. In some cases, rehabilitation may be of such a nature as to cause temporary displacement while construction is taking place.

It was estimated that approximately 1,480 households would be displaced due to action resulting from the proposed projects during 1975 and 1976 (see Table III). Most of the proposed housing programs have just begun or have not started. During 1975 and 1976 (through June 30, 1976), a total of 750 persons were displaced due to community development activities, of which 654 were from redevelopment activities and 96 from FACE. Of those displacements, relocation for 74 was funded from the 1975 and 1976 Community Development Programs; the remaining 676 were funded from the earlier HUD "categorical programs".[1]

For the calendar year 1977, it is projected that 356 households would be displaced (see Table IV). Among them, 273 households would be in the redevelopment areas; 12 households in the Model Neighborhoods, 54 in the Inner Richmond and Upper Ashbury RAP areas, and possibly 17 in the new RAP area(s) to be designated.

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1. Conversation with Arnold W. Baker, Director, Central Relocation Service, August 13, 1976.

TABLE III

ESTIMATES OF HOUSEHOLDS TO BE DISPLACED - 1975 and 1976

SOURCES OF DISPLACEMENT	NUMBER OF HOUSEHOLDS					
	TOTAL HOUSEHOLDS			BLACK HOUSEHOLDS		
	Total	Large Families[1]	Other	Total	Large Families	Other
A. REDEVELOPMENT/MODEL CITIES						
Total	1163[2]	136	1027	596	105	491
Elderly	187	13	148	88	13	75
Non-Elderly	976	123	853	508	92	410
	LATIN HOUSEHOLDS			ASIAN HOUSEHOLDS		
Total	37	12	25	142	6	136
Elderly	2	0	2	16	0	16
Non-Elderly	35	12	23	126	6	120

B. FACE/RAP	TOTAL	FACE (Areas #5,6,7)	RAP (Upper Ashbury & Inner Richmond)
Total	317	144[3]	85[4]
Families	181	86	47
Individuals	136	58	38

[1]Large families were defined as having five or more members.

[2]Only 12 of the 1163 relocation cases are under the Model Cities Program.

[3]144 represented the total of the remaining relocation cases in the three FACE areas.

[4]Five of the total 85 cases represent displacement anticipated from the new RAP area(s) to be designated.

Sources: San Francisco Redevelopment Agency, Model Cities Agency and FACE Office, Bureau of Building Inspection.

TABLE IV

ESTIMATES OF HOUSEHOLDS TO BE DISPLACED[1] - 1977

SOURCES OF DISPLACEMENT	NUMBER OF HOUSEHOLDS					
	TOTAL HOUSEHOLDS			BLACK HOUSEHOLDS		
	Total	Large Families	Other	Total	Large Families	Other
A. REDEVELOPMENT/MODEL CITIES						
Total	285[2]	24	261	111	13	98
Elderly	94	10	84	34	8	26
Non-Elderly	191	14	177	77	5	72
	LATIN HOUSEHOLDS			ASIAN HOUSEHOLDS		
Total	16	1	15	55	5	50
Elderly	3	0	3	17	0	17
Non-Elderly	13	1	12	38	5	33

B. FACE/RAP	TOTAL	FACE (Areas #5,6,7)	RAP (Upper Ashbury, Inner Richmond & New Area(s))
Total	71	0[3]	71[4]
Families	48	0	48
Individuals	23	0	23

1. If relocation is required through the Target Projects Program, then the project figures for displacement would have to be included at a later date.

2. Only 12 of the 285 relocation cases are under the Model Cities Program.

3. 0 represents the total of the remaining relocation cases in the three FACE areas.

4. 17 of the total 71 cases represent displacement anticipated from the new RAP area(s) to be designated. (Assumes South Bernal Heights (11) and Chinatown (6)).

Sources: San Francisco Redevelopment Agency; Model Cities Agency; FACE Office, Bureau of Building Inspection.

Community development funds would be expected to maintain and improve the quality and diversity of San Francisco's residential communities by (1) rehabilitating deteriorated structures when possible, instead of demolishing them and reconstructing new ones; (2) scattering small site developments throughout the City, instead of large redevelopment projects; and (3) adding special amenities to neighborhoods, such as street tree planting and neighborhood centers.

Scattered sites also would become a deterrent to any migration, since the selection of these sites is slow and would be absorbed by the existing demand already present in the City. Moreover, low-income families are more likely not to migrate from other Bay Area cities to San Francisco due to the decline of bue collar jobs[1], and the high cost of living present in the City[2].

B. Socio-Economic Impacts

By providing special amenities to neighborhoods, in conjunction with extensive rehabilitation projects, the Community Development Program would be expected to arrest deterioration in high-need neighborhoods and to impede deterioration in more affluent ones. The greatest impact of the Community Development funds would result from the emphasis on low and moderate income neighborhoods. It is in these areas that much of the rehabilitation is needed, together with special neighborhood projects to improve the living environment of low and moderate income persons.

The physical upgrading of neighborhood commercial areas serving predominantly low and moderate income people could lead to the expansion of economic opportunities, encouraging new businesses to locate in commercial space. This could, therefore, provide better commercial service to the surrounding neighborhood. The scope of the work to be done, however, is not such as to take away from the viability of other commercial areas not part of this program.

Improvement in neighborhood amenities may affect the patterns of location of higher income individuals and families. Location decisions of lower income persons and families will be influenced by the availability of housing assistance. Continuation of existing large redevelopment projects, such as the Yerba Buena Center, will influence location decisions. Some changes in population distribution within the City may be expected as a result of the various proposed projects.

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1. Commerce and Industry - Labor Force Trends, Department of City Planning June 1975, page 33.

2. Urban Family Budget, Bureau of Labor Statistics, Autumn 1975
   Lower Budget Level: U.S. $9,720, S.F./Oak. $10,509
   Intermediate Budget Level: U.S. $15,638, S.F./Oak. $16,415
   Higher Budget Level: U.S. $22,940, S.F./Oak. $24,073

A persistently tight housing market, combined with inflation of construction and land costs, have resulted in a diminishing supply of low and moderate income housing, particularly for families. In addition, much of the subsidized housing which has been built in recent years has reinforced existing economically segregated housing patterns; consequently, housing choice has not been significantly expanded for some income groups. With efforts to seek scattered sites for the construction of low and moderate income housing, greater racial and economic integration of San Francisco's population can be attained.

Rehabilitation and new construction under the proposed programs will provide jobs for the construction industry.

The India Basin Project, a special use district, could encourage and improve economic development in the City by providing jobs during and after construction. Its eventual effect upon San Francisco could be indirectly illustrated through greater individual home improvement resulting from increased family income.

C. Temporary Construction Impacts

Construction associated impacts include those impacts affecting air, noise, and aesthetics.

Air quality would be affected locally by construction activities, since air pollutants such as dust, smoke, and exhaust fumes (carbon monoxide, ect.) are generated by earth-moving operations and engine exhausts. The generation of dust, coupled with the occurrence of breezes in construction areas, could have an adverse effect on nearby residences.

Construction associated with rehabilitation does not involve noisy, heavy construction equipment, such as pile-drivers, jack hammers or tractors. Electric saws can be expected to produce 72 to 81 dB(A) [1], which is comparable to the noise of a bus or a power lawn mower at 50 feet outdoors. Building walls of any type will produce some noise attenuation. New construction will produce more noise than rehabilitation. All construction will be subject to the City Noise Ordinance and Comprehensive Plan considerations, as discussed in Chapter VI.

There are special areas of the City, such as Golden Gate Park, Fisherman's Wharf or Lombard Street, where any construction activities could lessen San Francisco aesthetic appeal to visitors and residents alike. However, those areas are not expected to be involved in construction related to this grant application.

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1. See discussion of noise units in Chapter VI.

D. Water

Due to the lack of adequate plumbing in many of the units slated to be rehabilitated, the present households may well use less than the San Francisco average of approximately 140 gallons of water per capita per day.[1] Installation of adequate plumbing would bring these households closer to this average; however, lack of means to acquire washing machines and dishwashers would probably still leave them below the citywide average.

Assuming one and one half persons in each of the 800 proposed new studio/one-bedroom units for elderly or handicapped persons, and three persons in the 800 new two- and three-bedroom family units, for a potential total of 3,600 new residents[2], and using the same 140-gallon per capita figure, the proposed units of new construction should result in an increased consumption of water of 500,000 gallons per day, or 0.5 million gallons per day (mgd). This is approximately 0.2% of the 225 mgd delivered by the San Francisco Water Department on an average day.

E. Sewage

The people, businesses and industries in this City generate more than 100 mgd of wastewater each day. During dry periods, all wastewater is collected and treated at three separate Water Pollution Control Plants, serving the three watersheds in the City: Richmond-Sunset in the western side of the City, North Point in the northeast and Southeast in the southeast. The primary treatment process removes 40-50% of the suspended solids. During most rainy periods, the 125 mgd combined design capacity of these three plants is exceeded, resulting in untreated wastewater being discharged at 41 overflow structures located around the periphery of the City, discharging large quantities of bacteria, grease, and untreated human wastes along the shoreline. These overflows, which occur approximately 80 times per year, are responsible for adverse water quality conditions, which render the beach areas of the City unfit for human water contact activities during most of the winter months. This problem must be alleviated in order to meet requirements of the Regional Water Quality Control Board and the Clean Water Act (Public Law 92-500).

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1. San Francisco Water Department Annual Report for Fiscal Year 1974-75, page 10. Per capita usage is determined by dividing total water usage (residential, commercial and industrial) by number of San Francisco residents.

2. The same population assumptions are used in subsequent calculations in this chapter.

The City has completed a Wastewater Management Master Plan to expand treatment facilities which, when completed, will limit storm overflow to approximately one to four occurrences a year, and will provide a higher level of sewage treatment (see Chapter VI, Section C).

The projects in this proposal are not expected to draw a significant number of new residents to the City, but rather to supply new or improved housing for existing residents; therefore, the increase in sewage production will be only that associated with the availability of more adequate plumbing facilities. Assuming the extreme case of all new San Francisco residents in the new housing, and assuming approximate equivalence of daily domestic consumption and sewage production, 0.2 mgd of additional sewage would be produced. This represents 0.2% of the current average City dry weather flow of 100 mgd. No major sewage line changes are anticipated as a result of the proposed projects.[1]

F. Energy Impacts

Assistance in the construction of approximately 1600 family units is proposed in the grant application. Using data on typical energy consumption patterns[2] it is possible to arrive at an estimate of the energy requirements of the proposed housing.

In determining the electrical requirements, the following assumptions have been made:

(1) a one-bedroom, high-rise apartment with electric cooking would consume 200 kwh/mo. (app. 800 studio or one-bedroom units);

(2) a three-bedroom apartment with gas cooking would consume 200 kwh/mo., or a three-bedroom apartment with electrical cooking would consume 335 kwh/mo. (app.800 two- or three-bedroom units);

(3) an apartment unit (app. 1600) would consume 85 kwh/mo. in building operation for elevators, etc.

On the basis of these assumptions, the 1600 units would consume approximately 450,000 to 550,000 kwh/mo. of electricity. Peak residential electrical demand is expected to occur in the 5 to 10 P.M. period year-round, and minimum demand in the early hours of the morning yearround.

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1. Conversation with Donald Birrer, Division of Sanitary Engineering, San Francisco Department of Public Works, August 5, 1976.

2. HPMC-FHA, 4500.6, San Francisco Supplement No. 1, Selection of Utilities for Subsidized Housing in Region IX, U.S. Department of Housing and Urban Development, San Francisco Regional Office, December, 1972.

In determining the natural gas requirements of the project year-round, the following assumptions have been made:

(1) a one-bedroom, high-rise apartment would consume 75 x 10^5 BTU[1]/mo. of natural gas for domestic hot water and heating (app. 800 units);

(2) a three-bedroom apartment would consume 100 x 10^5 BTU/mo. (app. 800 units).

On the basis of these assumptions, the 1600 units would consume approximately 14.0 x 10^9 BTU/mo. of natural gas.

The residential estimate of 285 to 345 kwh/mo/apartment is somewhat larger than the average San Francisco residential electrical consumption, which was 285 kwh/mo. in 1975[2], because of the assumption of electrical cooking and including studios and two-bedroom units as one- and three-bedroom units, respectively. The residential estimate of an average of 87.5 x 10^5 BTU/mo. of natural gas is a little lower than the 1972 San Francisco average of 100 x 10^5 BTU /mo.[3] because the latter figure includes single-family residences which take more BTU/ square foot to heat than do apartment. Space heating is the largest single component of residential natural gas consumption, so that peak consumption occurs in cold weather. The coldest time of year in San Francisco is December through February.

As new building standards and manuals designed to effect energy conservation have recently been prepared[4], these estimates should be considered as conservative.

Energy will also be consumed in the construction phase of the proposed projects.

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1. BTU: Abbreviation for British Thermal Unit. The quantity of heat required to raise one pound of water one degree Fahrenheit (10^6 = 1 million).

2. California Energy Resources Conservation and Development Commission, Quarterly Fuel and Energy Summary, Second Quarter 1975, page 32.

3. Pacific Gas and Electric Company File #904, Residential Use Per Customer, Electric and Gas.

4. Recommendations prepared by the National Bureau of Standards and the American Society of Heating, Refrigeration and Air Conditioning Engineers (ASHRAE), the Energy Insulation Standards in the California Administrative Code, Title 25, Chapter 1, Sub-chapter 1, Article 5, and the related Energy Design Manual for Residential Buildings prepared by the State Department of Housing and Community Development, April 1976.

G. Solid Waste

The increased generation of solid wastes would result from the additional residences, and the demolition, construction and rehabilitation activities. The proposed projects are not expected to create inmigration into the City; as a result, there should not be a change in the quantity of solid waste due to such migration.

However, for purposes of estimating maximum possible solid waste production, by assuming 2.5 pounds of solid waste per person, per day[1], and approximately 3600 new people, solid waste production would be 9000 pounds daily, or approximately 0.2% of the 2000 tons produced daily by the City as a whole.

Solid waste production resulting from demolition, construction and rehabilitation cannot be estimated in the absence of specific information on site, buildings and designs.

All solid waste generated will be disposed of at the landfill site in Mountain View, Santa Clara County. At present the available 544 acres scheduled for fill, which may be expanded by 150 acres, disposes of 600,000 tons of solid waste yearly, and all but 60,000 tons of this total belongs to solid waste generated in San Francisco. At this rate, and if the site is expanded, the Mountain View facility is expected to be operative for 7 years (1976-1983), accommodating 4,800,000 tons of land fill.[2]

H. Open Space Considerations

Proposed park improvements would implement the policy of the Recreation and Open Space Element of the Comprehensive Plan which states that "All public open space and recreation facilities should be adequately maintained and staffed so that they can meet standards which ensure maximum use."

Rehabilitation efforts would not change available open space, except where rooms are added to homes in such a fashion as to encroach on existing setbacks or back yards. Any new construction on sites which have not been previously built upon would decrease available open space. The paucity of buildable but unbuilt lots in San Francisco suggests that most new construction would be preceded by demolition of existing buildings.

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1. Solid Waste Generation Factors in California, Technical Information Series, Bulletin No. 2, California Solid Waste Management Board, July, 1974.

2. Conversation with Richard Haughey, Department of Engineering, City of Mountain View, August 4, 1976.

New construction would be designed in conformity with the Recreation and Open Space Element[1] policy to require usable outdoor open space in new residential development, and the Residence Element policy for promoting development of well-designed housing[2], which calls for the following:

- Provide adequate on-site usable open space.
- Relate the type, amount and location of open space to the type of households to occupy the building.
- Provide convenient access from interior living areas to the open space.
- Design open space with consideration for the local climate.
- Relate open space to the open space on abutting properties.

New construction and substantial rehabilitation would also be governed by the Design Guidelines prepared by the Department of City Planning[3].

I. Transportation Impacts

Insofar as the proposed projects result in changes in population distribution within San Francisco, areas which increase in population density would experience utilization of public transit service, while areas which decrease in population density would experience corresponding decreases. The larger the project the greater the local traffic and parking impact.

Protected Residential Area programs to divert traffic from residential areas decrease traffic noise, pollution and hazard impacts in the affected neighborhoods, but may cause increased impacts of similar magnitued in the areas to which traffic has been diverted. However, any diverted traffic would be planned so as not to result in degradation of other residential streets through congestion or excessive traffic, nor to require development of further traffic-carrying capacity on other streets. Additionally, these programs would be designed so as not to limit access of vehicles for police and fire protection or other emergency purposes. In some situations, however, until drivers adjust to the new circulation pattern, there may be increased congestion and traffic hazards; there may also be some loss of parking spaces.

Diversion of traffic onto streets regularly utilized by transit vehicles may affect transit operations. Such impacts, in some cases, could result in a deterioration of service that would result in discouraging transit use.

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1. Recreation and Open Space Element of the Comprehensive Plan, Department of City Planning, May 1973.

2. op. cit., page 23.

3. op. cit.

When completed, India Basin will add to traffic concerns in the area, particularly to truck traffic in the area. India Basin could possibly generate employment, but such special use districts add to environmental discomforts, specifically, air pollution and noise.

Street closures involved in on-going major redevelopment projects will affect vehicular circulation patterns.

J. Seismic Impacts

Any development resulting in increased population densities in those areas mapped in the Blume Report[1] and the Community Safety Element[2] where liquefaction, subsidence, landslide or other geologic hazards exist, (see Exhibit X), would subject an increased number of persons to such hazards. All projects are subject to individual environmental review. Within this review process, all projects that are not exempt would be reviewed for location in potential seismic hazard areas as indicated by the maps presented in the Blume Report. Any soil reports pursuant to environmental review are reviewed by licensed engineers in the Department of Public Works.

K. Plants and Animals

The urban nature of San Francisco is the dominant ecological factor governing the occurrence of animal and plant associations, except in rare islands of native vegetation. Re-use or further development of sites that have already been built upon would not affect the biotic balance in the City. However, undeveloped or partially developed building sites may include significant trees and other plants. Measures to protect native endangered plant species and significant vegetation are discussed in Chapter VI.

L. Air Quality

Community Development projects could have an impact on air quality. Basically, this is in three areas of concern: construction operations; building emissions; and vehicle emissions.

(1) Construction operations associated with the proposed project would result in an increase in the level of particulates (sand, dust, etc.,) in the atmosphere. New construction and major rehabilitation efforts, such as India Basin and RAP, respectively, would produce the greatest effects.

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1. San Francisco Seismic Safety Investigation prepared by John A. Blume and Associates, Engineers, June 1974.

2. Community Safety Element of the Comprehensive Plan, Department of City Planning, September 1974.

SPECIAL GEOLOGIC STUDY AREAS

EXHIBIT X

(2) Building emissions will depend upon the amount of construction; however, if buildings are brought up to Code, it could take less energy to heat the buildings, which would mean a decline in fossil fuel consumption. However, India Basin, a major redevelopment effort, would probably require a significant amount of energy to operate.

(3) Vehicle Emissions. When completed, India Basin would increase traffic, particularly truck traffic, As a result of this increase, pollutants in the form of carbon monoxide, nitrogen oxides, hydrocarbons, and sulfur dioxide also would increase.

CHAPTER FIVE. PROBABLE ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF THE PROPOSAL IS IMPLEMENTED

New housing cannot be built in a highly developed urban area without displacement of people living in the present buildings. Improvement of substandard housing and creation of new housing alters life-style, and results in increased demands upon utilities. If these are considered to be desirable changes in the human environment, then the adverse impacts of relocation and increased demands upon public and private utilities are unavoidable. Mitigation of these impacts is discussed in the next chapter.

CHAPTER SIX. MITIGATION MEASURES PROPOSED TO MINIMIZE THE IMPACT

A. Mitigation of Displacement Impacts

For relocation that results from displacement due to federally funded programs, the policy and amount of benefits provided for relocation is determined by federal requirements under the Uniform Relocation Act of 1970. The passage of the Housing and Community Development Act of 1974, and new guidelines under the Uniform Relocation Act, have created changes in federal relocation policies. In general, the changes tend to limit the grounds for eligibility and the extent of benefits that local governments are required to provide in federally funded projects.

There are two basic kinds of displacement that occur in the Community Development Program. The first is displacement due to the acquisition of private property by a public agency using Community Development block grant funds, such as land acquisition in urban renewal projects. In this type of displacement, relocation benefits are mandated by the Housing and Community Development Act, and the criteria and requirements of the Uniform Relocation Assistance Act apply. Payments would be provided for moving expenses, assistance to homeowners in buying a replacement dwelling, assistance to tenants to help purchase or rent a replacement dwelling, and assistance to tenants to help purchase or rent a replacement dwelling, and assistance to displaced businesses. See Appendix C for further information on eligibility and benefits. Displacees would be given preference in occupancy of new housing.

The other type of displacement occurs as a result of owners rehabilitating their property as a direct result of a project financed with Community Development block grant funds. In such cases no public acquisition is involved. An example of this kind of activity is concentrated code enforcement. The new federal requirements under the Housing and Community Development Act do not include relocation benefits for this type of displacement, but leave it a matter of local policy. It is the City's policy to provide equitable treatment to all families and individuals. Assistance would be based on an assessment of actual need, defined as having to pay more than 25 percent of income for housing as a result of displacement, and having income at or below 120 percent of the San Francisco median income, as defined by HUD.

It is the City's policy to provide to the fullest extent feasible temporary relocation resources within a project area where the existing residents express a desire to remain within the area. Such temporary relocation housing will permit displacees to continue

to reside within the project area while permanent new or rehabilitated housing is being provided. Under local policy, payments would be provided for replacement housing, moving costs, relocation services and counseling and incidental dislocation expenses.

B. Visual Mitigation Measures

Design Guidelines[1] prepared by the Department of City Planning would mitigate the visual impact of projects funded by this proposal.

C. Mitigation of Sewage Production Impacts

The present wet weather sewage overflow problem will be alleviated by implementation of the Wastewater Management Plan.[2] Improvements to receiving water quality are expected in 1980, and will continue for a score or more years thereafter. Construction of Implementation Program I under this Plan, the North Point Transport Project, has already begun. Land acquisition for Implementation Program II, the Southeast Treatment Plant Dry-Weather Expansion, should be completed in 1977, and construction is expected to begin in 1978. Implementation Programs III, VI, and VII, the North Shore, Islais Creek South Side and Channel Outfalls Consolidation, respectively, should begin construction in 1977. Preparation of Environmental Impact Reports is presently in process for the West Side Transport and the Southwest Water Pollution Control Plant.

D. Mitigation of Impacts on Archeological and Historical Sites

All new construction will be covered by the requirement that should anything of potential archeological or historical import be found on the site, the contractor will be bound legally by its contract to stop construction to permit professional evaluation of the find.

In the proposed rehabilitation programs, preference will be given to rehabilitation projects for buildings of notable design or value to the community, such as buildings listed in Here Today,[3] where rehabilitation will maintain the existing character of the building(s). On sites where existing buildings of notable design or value to the community exist, every effort would be made to retain these structures in the design of the project as housing, commercial or community uses.

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1. op. cit.

2. For further information see the EIR/S for the San Francisco Wastewater Management Master Plan, San Francisco Department of City Planning, May 1974.

3. op. cit.

All Demolition Permits and most remodeling permits are normally checked by Department of City Planning staff. Cases of potential historical interest are referred to the Office of Environmental Review, within the Department of City Planning, as they are subject to Environmental Evaluation under Chapter 31 of the San Francisco Administrative Code. Should any property or site proposed for development under a specific program proposed to be funded by this grant be on the National Register, or eligible for inclusion in the National Register,[1] the Criteria of Effect[2] will be applied in consultation with the State Historic Preservation Officer and the San Francisco Landmarks Preservation Advisory Board.

E. Mitigation of Energy Consumption

Emphasis on rehabilitation wherever possible, rather than new construction, will reduce the construction-related energy consumption. As a result of the greater availability of adequate housing sites all over the City, the rehabilitation policy may also increase the number of persons living in reasonable proximity to their places of work, and hence decrease energy consumption in transportation. Creation of community service centers, and child care facilities, and upgrading of neighborhood shopping areas, will similarly reduce the distance traveled from home to sites of necessary services. Improvements in building insulation which could reduce energy requirements for heating and cooling are not required under the RAP program but are eligible for funding under it.

All projects, particularly India Basin, would be designed to utilize the energy conservation measures, such as the standards of the State Energy Resources Conservation and Development Commission[3], and the A·S H R A E standards[4] that are available at reasonable cost and are appropriate for the different community development projects.

F. Noise Mitigation

Construction-generated noise will be limited by the San Francisco Noise Ordinance. This ordinance also regulates permissible noise generation by waste disposal services, motor vehicles off the public streets, stationary machinery or equipment, powered model vehicles, and noise from adjacent units of multiple-family residential

1. Eligibility would be established according to the criteria set forth in Section 800.10 of the Procedures for the Protection of Historic and Cultural Properties, pursuant to the National Historic Preservation Act of 1966.

2. Section 800.8, and other related sections of the above Procedures.

3. California Administrative Code: Title 24, Building Standards for New Non-residential Buildings, and Title 25, Energy Insulation Standards for New Residential Buildings.

4. op. cit.

buildings.

California noise insulation standards, which were incorporated into Title 25, Chapter I, of the California Administrative Code, 22 August 1974, apply to new apartment houses and dwellings other than detached, one-family dwellings. These standards provide that exterior noise shall not result in interior noise levels that exceed an annual Community Noise Level (CNEL)[1] of 45 decibels[1] with all doors and windows closed. The specification of the annual CNEL is an attempt to account for seasonal variations in outdoor conditions that would significantly affect noise levels. CNEL values are usually substantially the same as Ldn[1] values. Whenever a structure is proposed to be within an exterior annual CNEL zone of 60 decibels, as established by the Transportation Noise Section of the Environmental Protection Element[2] of the San Francisco Comprehensive Plan, an accoustical analysis report must be submitted showing how the 45 CNEL interior noise standard will be achieved.

Through its project review function, the Department of City Planning can suggest design changes in proposed developments to achieve noise objectives. Thoughtful placement of structures on building sites so as to minimize noise impact may include such measures as deep setbacks, orienting the narrow dimension toward the noise, taking advantage of the shielding effect of other buildings, and erecting earth or masonry barriers on the site. Room layouts that place those functions least disrupted by noise closest to the noise may be just as effective as an insulated wall or a wall with no openings.

In addition, the City Planning Commission can implement the Transportation Noise Section of the Environmental Protection Element[2] to promote land uses that are compatible with various transportation noise levels. This would be accomplished by (1) discouraging a new

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1. Definition of noise terms:

Decibel: (db)	A physical logarithmic unit of loudness. Sound waves traveling outward from the source exert a force known as the sound pressure level (commonly called sound level), measured in decibels.
dB(A)	Decibel corrected for the variation in frequency response to the typical human ear at commonly encountered noise levels.
Ldn	A noise measurement based on human reaction to the cumulative exposure to noise over a 24-hour period and taking into account the greater annoyance value of nighttime noises.
CNEL	Community Noise Equivalent Level; similar to Ldn, but takes into account seasonal variations in outdoor conditions that would significantly affect noise levels.

2. Transportation Noise Section of the Environmental Protection Element of the Comprehensive Plan, Department of City Planning, September 1974

use in areas where the noise levels exceed the noise compatibility guidelines for that use; (2) considering the relocation to more appropriate areas of those land uses which need more quiet, and which cannot be effectively insulated from noise in the present location, as well as those land uses which are noisy and are presently in noise sensitive areas; and (3) locate new noise generating developments so that the noise impact is reduced. Depending on the uses located in India Basin, the project is consistent with these environmental goals.

HUD Circular 1390.2 (4 August 1971, as amended 1 September 1971) provides for the noise standards indicated in Table V.

It is not possible to quantitatively interconvert the City and the HUD standards to establish a comparison. Because of the diversity of noise standards adopted by various state and federal agencies, San Francisco is establishing instrumental-computer capability to make on-site noise measurements convertible into any measure of ambient noise, for the purpose of establishing compliance with all relevant standards.[1]

TABLE V

EXTERNAL NOISE EXPOSURE STANDARDS
FOR NEW CONSTRUCTION SITES

GENERAL EXTERNAL EXPOSURES IN dB(A)
UNACCEPTABLE
Exceeds 80 dB(A) 60 minutes per 24 hours
Exceeds 75 dB(A) 8 hours per 24 hours
(Exceptions are strongly discouraged and require an environmental impact statement.)
DISCRETIONARY -- NORMALLY UNACCEPTABLE
Exceeds 65 dB(A) 8 hours per 24 hours
Loud repetitive sounds on site
(Approvals require noise attenuation measures.)
DISCRETIONARY -- NORMALLY UNACCEPTABLE
Does not exceed 65 dB(A) more than 8 hours per 24 hours
ACCEPTABLE
Does not exceed 45 dB(A) more than 30 minutes per 24 hours

1. Conversation with Cormac J. Brady, Department of Public Works, 18 January 1975.

G. Seismic Considerations

Proximity to the San Andreas fault, and a history of major earthquakes, have made San Francisco earthquake conscious. All construction and remodeling is subject to the policies of the Community Safety Element[1]. New construction is subject to the following policy:

> "Require geologic or soil engineering site investigations, and compensating structural design based on findings, for all new structures in special geologic study areas.
>
> "Increased concentrations of people in areas of potential geologic hazards increase the possibility of injury or loss of life. Special evaluations must be made to determine the appropriateness for expansion of existing uses in the Special Geologic Study Areas. Only if a determination is made that adequate safety, consistent with the levels of acceptable risk, can be assured should expansion be allowed."

This policy is largely implemented by the Department of City Planning in the course of environmental review under CEQA. The Special Geologic Study Areas include all areas of San Francisco in which one or more potential geologic hazards exist, Exhibit X, p. 48a. Potential land movement hazards, potential inundation hazards, or both, may be presented for any site within these areas. The Department of City Planning requires the project sponsor to submit a commitment to a site-specific soils report, and a commitment that the specific foundation recommendations resulting from such soils report would be followed.

Remodeling activities, including those under RAP programs, are subject to the following mitigating policies of the Community Safety Element:

1. "Initiate orderly abatement of hazards from existing buildings and structures. Existing hazardous buildings and structures represent a threat to the lives and safety of the community that should not be continued.[2]

2. "Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco.[3]

3. "Preserve the architectural design character of buildings and structures subject to requirements for abatement of hazards to life safety.[3]

These policies are implemented by the Department of City Planning.

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1. op. cit.
2. ibid, page 42
3. ibid, page 45

H. Transportation Considerations

The Design Guidelines[1] for the proposed programs call for individual project locations which do not have adverse effects on traffic conditions. Projects also will be subject to the policies of the Transportation Element.

A policy of this Element is: "Divert through automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares, and limit major thoroughfares to non-residential streets wherever possible."[2]

Park improvements would be bound by the policy to: "Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreation areas."[3]

Design Guidelines[4] of the Department of City Planning include provisions to mitigate creation of traffic or parking problems in new development or substantial rehabilitation.

I. Wind and Shadow Considerations

Location of building elements should not have an adverse effect upon shadow patterns or local wind conditions, according to the Design Guidelines. Should any new high-rise buildings be proposed as part of this program, they would normally be subject to a requirement for an EIR. A wind tunnel test, to determine the potential impact of such a structure at the pedestrian level, would be required as part of the EIR. If adverse effects appeared probable, wind tunnel testing of design alternatives would then be required.

J. Plants and Animals

The Conservation Section of the Environmental Protection Element[5] has policies to protect plant and animal life in the city, including rare and endangered species: any proposals would be subject to those policies as a mitigation measure.

The Office of Environmental Review, in its environmental evaluations of projects, gives special attention to any projects requiring removal of significant vegetation.

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1. op. cit.

2. op. cit. page 18

3. op. cit. page 18

4. op. cit.

5. Conservation Section of the Environmental Protection Element of the Comprehensive Plan, Department of City Planning, May 1973, p. 11.

CHAPTER SEVEN. ALTERNATIVES TO THE PROPOSED ACTION

A. Large Scale Redevelopment

Redevelopment on a large scale involves demolition of areas comprising a number of blocks, followed by construction of new buildings. New construction involves the commitment of a greater amount of non-renewable energy and material resources than does rehabilitation. Empty buildings waiting for demolition present fire hazards, attract vandals, and are often visual blights. Unless blight is universal, such plans may require demolition of basically sound structures.

Large concentrations of new, subsidized housing units are contrary to Comprehensive Plan policies, as stated in the Residence Element[1], which call for distribution of low-income housing throughout the City and for placement of the highest priority on rehabilitation of residential areas. Such concentrations have a greater impact on the socio-economic characteristics of a neighborhood than do small developments of new housing. They may change the scale and character of a neighborhood, and disrupt the sense of historic continuity. In the absence of a high degree of attention to design parameters, large developments may be disturbing visually because of their architectural uniformity.

Large developments result in relocation impacts of corresponding scale. Persons living in such housing tend either to move to other marginal housing or to move out to areas of cheaper housing. Achievement of adequate living conditions for these families requires substantial relocation aid. With such aid, physically adequate conditions may be provided, but existing social relationships in communities cannot be maintained when large numbers of people must be relocated at once.

Large developments provide an opportunity for redesign of streets, the creation of pedestrian-oriented environments in high-density areas, the undergrounding of utilities, and exercise of architectural controls. Costs per unit are decreased by economies of size in building construction, but increase as a result of the costs associated with major utility disruption and street construction.

Generally, massive, architecturally uninteresting housing developments are the cheapest to build. The economy of such construction must be balanced against the impact of this type of housing on people's self-image and a common lack of interest in maintenance of buildings that are seen as substandard living quarters even when new. The total social costs of this type of housing, if there were any way of quantifying them, might well show that the more expensive, scattered, small-site approach to housing is the least

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1. op. cit.

expensive in the long run. Therefore, although it is essential to complete large-scale redevelopment projects currently underway, in order to correct the conditions of existing vacant land and structures, the emphasis of newly-initiated projects will be toward small-scale scattered construction or rehabilitation.

B. Projects Proposed But Not Included in this Proposal

Projects proposed by individuals and community groups for the 1977 program which would be of benefit to the City have been more numerous than could be funded with the available money.[1] Those projects not yet selected for funding under this application fell into a number of classes. Some of the requests are still under consideration for this year's program, while others may be funded in subsequent years of the program. Certain other requests had other funding sources available (Federal, State and local) which must be sought, or were ruled ineligible for funding under Community Development regulations.

Some proposals for additional rehabilitation of housing were deferred pending the results of the City's rehabilitation studies, initially funded under the 1975 Community Development Program, and others were deferred pending the establishment of priority lists for public housing and Western Addition redevelopment activities.

Proposals for additional neighborhood centers are still being considered within the priorities of the neighborhood centers program.

The impacts of these alternative proposals are similar to those already proposed in the program, both as to type and extent of impact.

C. The No Project Alternative

If the program is not implemented, or if it is implemented only in part, there would be impacts in all of the areas in which deletions are made, unless other monies were found to continue these activities under other programs. If no other monies were found there would be continuation of the status quo or the present trends with respect to existing housing, new housing, neighborhood quality and economic development, and this would eliminate the rehabilitation and public improvements that were proposed, as well as not completing existing committed but unfinished projects. This would have impacts which are described below. On the other hand, the impacts that are described in this report and statement for the proposed program would not be expected to occur.

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1. Categorization of Written Proposals Received by OCD as of August 3, 1976; and Summary of Citizen Proposals for Community Development Funds, Program Year for 1977, Office of Community Development.

In the absence of housing rehabilitation programs, some of the housing which is presently deteriorating will reach the point where it can no longer be rehabilitated, and will be lost to the housing market in a city with a very low vacancy rate as a result of a shortage in housing. Current economic trends suggest that there may be an increase in the number of households needing assistance in acquiring or maintaining adequate housing, as a result of the increasing unemployment rate and increasing costs of construction.

If new housing were not developed, with assistance by the community developments program's acquisition and preparation of sites, there also would be a probable increase in the tightness of the housing market, and consequently less opportunity for residents to move into upgraded housing. Additionally, large partially-completed redevelopment areas in the Western Addition and Hunters Point would remain unfinished, reducing the physical and social comprehensiveness of those projects, and potentially raising issues of unmet commitments to the projects.

Elimination of the program to improve neighborhood quality would have adverse effects upon the public facilities proposed to be rehabilitated and the public services to be provided therefrom. New public improvements providing requested amenities to the City residents could not be implemented through the NIIP Program, nor could needs and requests for new neighborhood centers or traffic control programs be met. There would be a halving of the awards monies to be provided for the Bicentennial Celebration activities, contrary to the understanding of neighborhood groups of the City who have participated. Elderly and handicapped persons would continue to be inconvenienced by physical barriers in public buildings, reducing their opportunities to participate fully in City activities.

With respect to economic development, deletion of the India Basin Industrial Park would stop a source of future jobs, and if no other funding were to come forth, could potentially negate the effort that has been expended in this project in past years. Elimination of the neighborhood commercial district program would leave such districts to continue as they have in the past, dependent upon private efforts to accomplish any upgrading and prevent any deterioration.

Community development programming is essential to the cohesive and comprehensive development and implementation of the program, and the technical assistance it provides is fundamental to a portion of the program. Deletion of this programming function would reduce the effectiveness and efficiency of the overall community development program, and hinder the achievement of its goals.

If the program as a whole were eliminated, the effects described above would be cumulative. People would continue to live in substandard housing, areas of the City would not receive additional public improvement and amenities, and economic development would not be assisted. Residents might choose to move out of the City to areas where housing is cheaper and certain amenities greater.

A disproportionate number of affected persons would be low- or semi-skilled workers belonging to minority groups. A loss of these persons from the City would decrease the cultural heterogeneity which is one of the characteristics of San Francisco and would decrease the size of the pool of low- and semi-skilled workers. The size of this pool is a factor in decisions about location of new operations employing large numbers of people. Such locational decisions influence the City tax base. In addition, households moving to suburban areas are likely to increase their commute-to-work distances, thus increasing energy consumption and air pollution resulting from transportation.

CHAPTER EIGHT. THE RELATION BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The improvement of living conditions resulting from the proposed program should result in short- as well as long-term benefits to human well-being and, consequently, to human productivity. If the cumulative effect of the project would be to create a more desirable urban living environment, it could result in a decrease in the flight to the suburbs and in less orientation towards recreational activities involving travel out of the City.

Because of the existing built-up, urban nature of the City, it is unlikely that new land would be developed as a result of the proposed project. Delay of the project would result in progressive deterioration of present marginal housing, some of which would no longer be suitable for rehabilitation; therefore, delay would result in more demolition and larger scale construction in the future.

Site-oriented portions of the proposed project involve either sites where activity is already under way, which needs to be completed to permit full implementation of specific program objectives, or sites which would be chosen, on the basis of criteria previously described, to give maximum short- and long-run environmental benefits with minimum costs.

CHAPTER NINE. ANY IRREVERSIBLE ENVIRONMENTAL CHANGES AND COMMITMENTS OF RESOURCES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED.

Construction activity involves the commitment of nonrenewable energy and material resources. The proposed program policy favoring rehabilitation over demolition and new construction would minimize consumption of these resources, and would minimize any possibility of irreversible damage from environmental accidents associated with the project.

The program also involves the commitment of substantial monetary resources. The start-up time for many of the new programs, as well as other factors discussed in Chapter II, Section E, has resulted in a level of program expenditure as of June 30, 1976, below the actual allocations of the 1975 and 1976 programs. This delayed expenditure of monies if continued in the 1977 Program has the effect of reducing the purchasing power of the monies when expended, due to inflation of costs in various sectors of the economy, therby reducing what can be accomplished by the program. However, the commitment of funds for these purposes is justified by the opportunities that are provided for new programs that correspond to the perceived needs of San Francisco, and allocation of a larger portion of these monies in more conventional manners would not necessarily increase the rate at which the allocations would be expended.

CHAPTER TEN. THE GROWTH INDUCING IMPACT OF THE PROPOSED ACTION.

The general nature of the proposed program is an improvement of the standard of living of present residents, through improvements in housing and neighborhood amenities, rather than provision of housing for in-migrants. Insofar as out-migration of present residents is influenced by a search for a better residential environment, the program may lessen the present tendency toward population decrease in San Francisco.

Block grants will be available to all metropolitan cities and urban counties, most of which will presumably take advantage of this funding source; hence, the availability of community development funds in San Francisco should not affect the housing market in such a fashion as to attract new residents to the City, if one assumes all communities to remain at a constant level of desirability as a place of residence. The induction of major shifts of population from one part of the City to another should be precluded by the policy of dispersing small developments throughout the City.

Employment opportunities in the City are not expected to increase to an extent that will cause an influx of lower income households to the City. Population projections prepared by the Department of City Planning in 1968[1] suggest that, if housing were available, for the period 1970-1977, 6000 to 7000 new lower income households, requiring housing assistance, would move into the City. This represents an 8 percent increase over the 84,400 households (28% of total households in the City) requiring assistance in 1970. It was estimated in the abovementioned report that most of the heads of these households would be non-while adults in job-seeking age categories with young families. Assuming an approximately linear increase, an increase of 2000 to 3000 (or 3%) would be expected during the three-year grant period. In view of the rapidly changing state of the economy, which increases the probable error of socio-economic predictions, an anticipated change of this magnitude is not statistically significant.

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1. Population Projections for San Francisco 1960-1990, Department of City Planning, April 1968

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APPENDIX B

COMPARISON OF STATE AND FEDERAL
ENVIRONMENTAL REVIEW PROCEDURES

California Environmental Quality Act of 1970 CEQA	National Environmental Policy Act of 1969 NEPA: HUD Block Grant Projects
1. Applicant submits project information to the Department of City Planning, where it is available to interested persons, groups or agencies for review.	1. Department of City Planning, on behalf of City as applicant, prepares and maintains environmental review record which is available to interested persons, groups or agencies for review.
2. If project is determined to be exempted from review a Notice of Exemption is issued. Exemptions are determined by List of Categorical Exemptions from the California Environmental Quality Act, as adopted by the City Planning Commission July 25, 1974, and by listing of Non-Physical and Ministerial Projects not covered by the California Environmental Quality Act, dated March 9, 1973.	2. If project is determined to be exempted from review a Notice of Exemption is issued. Exemptions are determined according to Section 58.21, Title 25 of the Code of Federal Regulations, 7 January 1974.
3. If project is not found to be exempted applicant files environmental evaluation form with Department of City Planning. DCP staff review, including consultation with interested persons, groups and agencies; determination if project could or could not have a significant effect on the environment.	3. If project is not found to be exempted, DCP staff review, including consultation with interested persons, groups and agencies; determination if project is an action which may significantly affect the human environment.

California Environmental Quality Act of 1970 CEQA	National Environmental Policy Act of 1969 NEPA: HUD Block Grant Projects
4. If project could not have a significant effect on the environment, a Negative Declaration is issued, and notice published and distributed to interested persons, groups and agencies. (No EIR)	4. If project is not an action which may significantly affect the quality of the human environment, Notice of Finding of No Significant Effect is published and distributed to interested persons, groups and agencies. (No EIS)
5. 10 calendar day appeal period begins on date of publication of Negative Declaration. Appeals are heard by the City Planning Commission, which makes final decision. If no appeal, environmental review process ends.	5. No formal appeal; 15 working days for public comments; response to comments becomes part of review record; if no staff determination that further review is needed, environmental review process ends.
6. If project could have significant effect on environment, EIR is required; notice of Requirement of EIR is advertised and distributed to interested persons, groups and agencies.	6. If project is an action which may significantly affect the quality of the human environment, EIS is required; Notice of Intent to File EIS is advertised and distributed to interested persons, groups and agencies.
7. Applicant submits preliminary draft EIR; after revisions, DCP assumes authorship.	7. Draft EIS is prepared by DCP.
8. When draft EIR is complete, notice of availability of draft EIR for public review, and of hearing before CPC at least 30 calendar days after publication of notice, is published and distributed to interested persons, groups and agencies.	8. When Draft EIS is completed, notice of availability of Draft EIS for public review, and of public hearing before CPC, is published locally and distributed to interested persons, groups and agencies, and is published in the Federal Register by the Council on Environmental Quality (CEQ); minimum review period is 45 days.
9. Comments received during review period and at public hearing, together with DCP responses to comments, are incorporated into EIR.	9. Comments received during review period and at public hearing, together with DCP responses to comments, are incorporated into EIS.

APPENDIX C

RELOCATION BENEFITS AVAILABLE TO THOSE DISPLACED

BY COMMUNITY DEVELOPMENT ACTIVITIES

I. Relocation Benefits Available under the Uniform Relocation Assistance Act of 1970 - applicable when private property is acquired by a public agency using community development block grant funds.

A. Payments to cover moving expenses, including storage

1. Families and individuals displaced from their dwellings may receive these payments.

2. The amount received equals actual reasonable moving expenses, OR

3. A fixed moving expense payment not to exceed $300, plus a Dislocation Allowance of $200.

B. Additional Payments to Homeowners

1. Homeowners may receive additional payments to assist in buying a replacement dwelling.

2. This $15,000 maximum payment covers:

a. the difference between the price paid for the property and the cost of a comparable replacement dwelling;

b. an amount to compensate for any difference between the old and new mortgage interest rates;

c. certain closing costs on the replacement dwelling such as title search, inspection fees, credit report, or escrow fees.

3. The homeowner must have occupied the dwelling not less than 180 days prior to initiation of negotiations for property acquisition.

4. If the homeowner does not qualify for the replacement housing payment for homeowners, or elects not to purchase, he may be eligible to receive a maximum of $4,000 in rental assistance payments.

C. Additional Payments to Tenants

1. Tenants may recieve additional payments to help purchase or rent a replacement dwelling.

2. This $4,000 maximum payment either:

   a. helps meet the increased cost of renting a replacement dwelling for a period of up to four years, OR

   b. with the inclusion of incidental closing costs, assists in making a down payment on the purchase of replacement dwelling.

3. The person must have occupied the dwelling not less than 90 days prior to initiation of negotiations for property acquisition.

4. When a down payment of more than $2,000 may be made, the person must match dollar-for-dollar the amount in excess of $2,000.

D. Payments to Persons Displaced From Their Place of Business, Including Nonprofit Organizations

1. These persons may receive payments to assist in reestablishing and obtaining commercial or other property suitable to their needs.

2. The payment covers either:

   a. actual moving expenses, actual direct loss of tangible personal property, and actual reasonable expenses in searching for a replacement location, OR

   b. an amount equal to the net earnings of the business operation, not less than $2,500 or more than $10,000.

II. Relocation Benefits Available Under Local Policy - applicable when public acquisition of property is not required by community development activities, such as code enforcement and the modernization of public housing, but such activity does cause displacement.

A. Replacement Housing Payment (RHP) To Be Used for Either the Rental or Purchase of Replacement Housing

1. The RHP is made to provide a supplement to new housing costs in excess of 25 percent of gross monthly income.

2. The amount of the RHP cannot exceed $4,000 for each displaced household; it will be disbursed at a rate of up to $1,000 annually for a maximum of four years, based on eligibility of the household and a continuing assessment of need. There will be only one RHG payment annually, to be shared among occupants of the household.

3. The actual amount of the RHP is generally determined by taking the lesser of the following:

   a. the difference between replacement housing costs and 25 percent of income (when previous housing costs were less than 25 percent of income), OR

   b. the difference between replacement housing costs and previous housing costs, when both are in excess of 25 percent of income.

4. Replacement Housing payments will be made only when funds under Section 8 of the Housing and Community Development Act of 1974 are not available to assist the rehousing of the displacee.

B. Moving Costs

1. Actual reasonable moving costs for both permanent and temporary moves are to be reimbursed.

2. A maximum of $300 per household may be paid for a single move.

C. Dislocation Allowance

1. This payment covers reasonable costs associated with dislocation over and above moving costs (rental deposits, agents fees, or incidental expenditures).

2. This amount may not exceed $200.

D. Relocation Services and Counseling

1. The existing range of relocation and rehousing services are to be provided to all displaced households at the request of the displacee.

E. Eligibility

1. Displaced persons are eligible for the above benefits if they meet income limit requirements and:

   a. they have occupied the unit at least 90 days prior to the date of receipt of the order to vacate, and provided that the occupancy of the unit was not initiated for the purpose of becoming eligible for the RHG, and

   b. one of the following:

      (1) the public agency has certified the need to vacate the unit due to the extent of code compliance rehabilitation or demolition; OR

(2) the occupant of the unit has been given notice of a rent increase of 10 percent or more above the base rent or the rent charged for a comparable unit, and the new rent exceeds 25 percent of the tenant's gross monthly income.

(To be eligible, rent increases must be based on financing the cost of meeting rehabilitation standards, and allowable general property improvements in accordance with the standards of the Rehabilitation Assistance Program (RAP). A tenant need not physically move from the unit in order to be eligible for Replacement Housing Playment due to rent increases, and may use the RHP to pay the amount of the rent increase.)

2. To be eligible for moving costs, dislocation allowance, or relocation services and counseling, a displaced person need only satisfy requirements (a) and (b), above.

(Portions of this policy are pending approval by the Department of Housing and Urban Development)

1977 COMMUNITY DEVELOPMENT PROGRAM & HOUSING ASSISTANCE PLAN

PRELIMINARY PROPOSAL • JULY 1976 • MAYOR'S OFFICE OF COMMUNITY DEVELOPMENT • SAN FRANCISCO, CALIF.

Dear Fellow San Franciscan:

With the participation of many San Franciscans at the initial public hearings on community development and housing needs held on May 25 and May 27 of this year, we have developed a preliminary proposal for the use of San Francisco's 1977 Community Development Block Grant.

As in 1975 and 1976, we anticipate receiving a grant from the U.S. Department of Housing and Urban Development in the amount of $28.8 million to carry out community development activities in the coming calendar year. This is a significant allocation — particularly in light of generally declining federal grants and increasing demands upon the city's General Fund — and must be applied wisely to meet our most pressing community development needs.

I urge you to study this proposal and to provide comments and suggestions on how it can be improved. Additional public hearings will be held prior to the submission of a final proposal to the Board of Supervisors. I hope you will participate in these hearings, and will work with us to develop a responsive and responsible Community Development Program for 1977.

Sincerely,

George R. Moscone

George R. Moscone
Mayor

How the Program Works

The Community Development Program (CDP) is governed by a series of federal and local regulations and policies. These have been outlined in the 1975 and 1976 CDP's. However, due to the importance of these regulations and policies, they bear repeating in this document

THE LEGISLATION

On August 22, 1974, the Housing and Community Development Act of 1974 was signed into law. This new Federal legislation consolidated into a single block grant the funding previously available from the U.S. Department of Housing and Urban Development (HUD) under separate and precisely defined program categories. The programs consolidated were code enforcement, model cities, redevelopment, water and sewer facilities, neighborhood and public facilities, and open space.

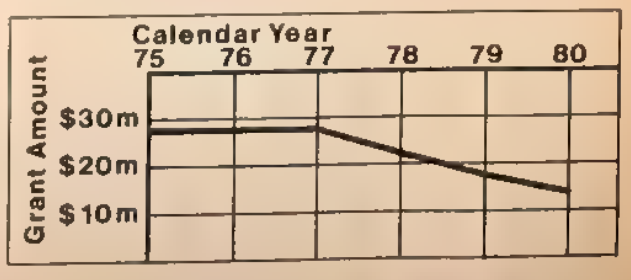
Requirements for a series of Federal Grant applications prepared by separate local agencies and approved by the Mayor and the Board of Supervisors have now been replaced by the requirement for one community development application from each city. The single application provides for better coordination of community development activities within a city's jurisdiction. Cities are also better able to plan activities in advance, based upon a firm funding allocation — an amount determined by a national formula — to which cities are "entitled" if they prepare an acceptable application.

Funds go directly to the office of the city's chief executive — in San Francisco, the Mayor — for allocation to programs and operating agencies, in accordance with local plans and priorities.

THE FUNDING

The 1974 legislation established a six-year funding schedule. Protection is provided in early years to cities that have heavy commitment to and investments in on-going community development programs by providing them with a "hold harmless" block grant amount. This amount is equal to the annual average of funding received under HUD's specific program categories — known as "categorical programs" — during fiscal years 1968 through 1972. However, this early "hold harmless" protection is progressively reduced until a point when all metropolitan cities (over 50,000 population) will be eligible for funds based upon the national formula. This formula takes into account a city's population, extent of overcrowded housing, and extent of poverty (counted twice).

Thus, the amount of funds to which San Francisco is entitled — known as the "entitlement amount" — over the program's six-year period is reduced from $28.8 million in 1975 to $12.8 million in 1980 as follows:



In 1977 San Francisco will continue to be protected under the hold-harmless provisions, and, as in 1975 and 1976, will again be entitled to $28.8 million.

What is eligible for community development funds?

Although this consolidated funding approach allows local governments more flexibility in meeting their own community development needs, it is not without restrictions and regulations. The Housing and Community Development Act of 1974 provides HUD dollars in a new way, but it has not altered substantially the kinds of activities for which the money may be used.

The primary objective of the Community Development Program is the development of viable urban communities by providing decent housing in a suitable living environment, and expanding economic opportunities, principally for persons of low and moderate income. In this regard, San Francisco's Community Development Program has been prepared in such a manner as to give maximum feasible priority to activities which will benefit low or moderate income persons or aid in the prevention or elimination of slums or blight.

Within this general framework, specific **eligible** activities are defined by the law, including the following:

- property acquisition and disposition
- construction or installation of certain public works, facilities and site improvements
- code enforcement
- building removal and rehabilitation
- completion of on-going categorical programs (such as, FACE, redevelopment, model cities)
- relocation payments and assistance, and related costs
- provision of public services (only when funds are not available from other Federal sources and when in direct support of one of the above activities)
- matching of other Federal grants provided to support one of the above eligible activities
- program planning and administration

The regulations also provide examples of certain activities which are **ineligible** for funding. Acquisition, construction or reconstruction of particular public facilities such as schools, stadiums, hospitals, convention halls, or general purpose government buildings is not permitted with block grant money. New housing construction, housing allowances, general government administration and maintenance, and political activity are also prohibited. Furthermore, the law makes it clear that cities should not use block grant money for programs formerly financed through local means.

In addition to these program regulations, cities are also obligated to comply with a series of related Federal statutory requirements such as labor standards, equal opportunity and affirmative action, and environmental review procedures.

Block grant Funds

No city will receive its community development block grant automatically. The legislation requires that each city must apply for the funds by submitting to HUD (1) a three-year community development plan describing needs and strategy, (2) an annual community development program, and (3) a housing assistance plan.

Based upon a series of public hearings held in 1974, San Francisco developed its three-year plan of needs and strategies. This plan was approved by HUD as part of the 1975 and 1976 applications and provides the focus and direction for this city's community development programming efforts in 1977.

The annual Community Development Program (CDP) identifies specific project activities to be undertaken in the course of the following year and the estimated cost of those activities.

The Housing Assistance Plan (HAP) identifies housing assistance needs and goals for the city. Although community development funds cannot be used to finance housing construction, the HAP serves to guide the direction and types of housing assistance received from HUD under other programs, and to relate that assistance to the community development objectives and program activities.

FEDERAL AND LOCAL POLICIES

- Give maximum feasible priority to activities which benefit low and moderate income persons or aid in the prevention or elimination of slums or blight.
- Fund activities not ordinarily financed by local means.
- Complete existing community development projects, as well as initiate new directions for additional project activities.
- Increase the emphasis given to neighborhood conservation and rehabilitation.
- Provide opportunities for citizen participation.
- Provide equitable relocation benefits and services.
- Plan and provide for child care facilities in connection with community development activities.
- Seek additional HUD funds.
- Emphasize physical development activities.
- Use block grant funds to supplement the Proposition J Program.

THE LOCAL LEVEL

The Community Development Program is administered on the Federal level by HUD and on the local level by the Mayor's Office of Community Development in cooperation with a number of other city agencies.

The Department of City Planning provides planning and programming assistance, as well as performing community liaison work to assure that the needs of the neighborhoods are known at City Hall, and that the programs of City Hall are known in the neighborhood.

Other agencies, such as the Department of Public Works, the Recreation and Park Department, the Redevelopment Agency, the Housing Authority, and the Model Cities Agency, receive funds to carry out identified community development projects in their areas of authority and expertise.

The Nine Steps

A nine-step procedure has been developed by the Mayor's Office for programming community development funds in San Francisco:

1. The Mayor's Office of Community Development (OCD), in cooperation with the Citizens Committee on Community Development (CCCD), sponsors public hearings to seek citizen views on community development and housing needs.
2. City departments and agencies submit their requests to the Office of the Mayor for review and evaluation.
3. Based upon these hearings and agency requests, the Mayor's OCD, in consultation with the Technical Policy Committee (TPC)* and the (CCCD), prepares a preliminary program of proposed projects and their funding levels for the coming year.
4. The Office of the Mayor distributes the preliminary program for public review and conducts a public hearing on the preliminary program.
5. The City Planning Commission takes action on the Program's Environmental Impact Statement and determines the conformity of the Program to the City's Master Plan.
6. The Mayor's OCD, in consultation with the TPC and the CCCD, prepares a final program proposal and submits it to the Board of Supervisors for action.
7. The Board of Supervisors conducts its public hearing and takes action on the Community Development Program.
8. After Board approval, the Office of the Mayor transmits the application for funds to HUD for approval.
9. Upon Federal approval, the Controller places the funds in a Community Development account, and based upon the approved budget, arranges for the transfer of funds to the individual accounts of the operating departments and agencies.

* The TPC is comprised of the directors of city departments and agencies with responsibilities for HUD-assisted programs: Office of Community Development, Department of City Planning, Model Cities Agency, Department of Public Works, Bureau of Building Inspection, S.F. Redevelopment Agency, S.F. Housing Authority, Recreation and Park Department, and Public Library.

Although there are additional means for citizen participation involved in most of the specific project activities, the overall focus for citizen input is the series of public hearings held at important stages in the preparation of the Community Development Program.

Two hearings on needs were held in May of this year to assist the Mayor's Office in preparing this preliminary proposal for 1977. *Additional hearings will be held on July 27 and July 29, 1976, to hear public comment on this proposal.* Following these hearings, and any necessary program amendments, a final proposal will be submitted to the Board of Supervisors in September for further public hearings and final action. Approval is anticipated from HUD by January 1, 1977, to provide for funding in 1977 on a calendar year basis, January through December.

Needs and Objectives - The Policies

In the preparation of the 1975 Community Development Program substantial time and attention were devoted to the development of a three-year plan of needs and strategies.

This plan established four basic areas of needs and objectives which now also serve as the basis for shaping the community development program for 1977. In summary, these are the following

A
CONSERVE EXISTING HOUSING

Based upon the structurally sound, but sometimes substandard housing stock available in San Francisco, and upon the need for standard housing for families, elderly, and persons of varying incomes, the city should continue existing programs and develop new programs to rehabilitate this valuable existing housing stock.

B
DEVELOP NEW HOUSING

In order to meet new housing needs and replace housing lost through demolition and conversion, San Francisco must continue the careful selection and preparation of locations for new housing to meet the needs primarily of low and moderate as well as middle income residents.

C
IMPROVE NEIGHBORHOOD QUALITY

In order to complement housing improvements and create more desirable neighborhoods, the city should carry out activities including improvement of neighborhood traffic conditions, recreational opportunities, and delivery of social services.

D
INCREASE ECONOMIC DEVELOPMENT

In order to increase the number of jobs and improve San Francisco's tax base, the city must make land available for the contemporary needs of commerce and industry. These efforts can be used to supplement the job training programs of the Mayor's Manpower Office and the programs of the Mayor's Office of Economic Development for attracting new industry to San Francisco.

In addition to the major Federal policies established by the 1974 legislation, several local policies have been established with regard to the use of Community Development Block Grant funds. In summary these are as follows:

Complete existing community development projects — The community development programs of FACE, redevelopment and model cities were started under HUD's categorical programs, but did not receive adequate funds for project completion. It is the policy of the city to complete existing projects, as well as to initiate new directions for additional activities.

Increase the emphasis given to neighborhood conservation and rehabilitation — Consistent with the City's Master Plan, wherever feasible, deteriorated buildings will be rehabilitated rather than demolished. Efforts will be made to locate new residential construction on individual sites or combinations of individual sites in such a way as to eliminate blight, cause a minimum of disruption, and protect and foster the city's present housing scale and diversity

Provide opportunities for citizen participation — Citizen participation in the community development programming process occurs primarily through a series of public hearings and public review of the preliminary program. Neighborhood newletters and program documents are provided to citizens to advise them of program activities. In addition, continuous involvement of neighborhood groups with specific project activities is essential to the success of the program.

Provide relocation benefits and services — It is the city's policy to provide relocation benefits and services in accordance with the Uniform Relocation Act on an equitable basis to all persons displaced as a result of activities funded by the Community Development Block Grant.

Plan and provide for child care facilities — It is the city's policy to plan and provide, wherever possible, for child care facilities in connection with community development activities, such as in neighborhood centers and in programs for new or rehabilitated housing

Seek additional HUD funds — In addition to the "entitlement" funds, HUD also has "Urgent Needs" funds for which cities may apply. San Francisco received $3.3 million in such funds in Fiscal Year 1976, and will give priority to obtaining additional urgent needs funds from HUD in Fiscal Year 1977.

Emphasize physical development activities — The law allows funding of social services only during periods of time when they will directly support on-going physical community development activities, and only in instances where other sources of Federal funds are not available. It is the city's policy to emphasize physical development activities and to seek other sources of funding which can sustain needed social services on a long-range basis.

Use block grant funds to supplement the Proposition J program — Procedures and priorities have been established for use of "Proposition J" funds in the acquisition of new open space and the renovation of existing recreation and park facilities. It is the policy of the city to look to Proposition J plans and funds as the major source of support in terms of the recreation and open space needs addressed by that program. Block Grant funds will be used to supplement those efforts, as needed.

NEW ACTIVITIES

In addition to continuing existing categorical programs — including Model Cities in the Mission and Bayview-Hunters Point; FACE in Alamo Square, Bernal Heights, and Duboce Triangle; and redevelopment in Western Addition, Hunters Point and India Basin — funds have also been set aside in 1975 and 1976 to initiate new activities which respond to the needs and objectives identified in the three-year plan. These include the following:

CONSERVE EXISTING HOUSING

- Studies of new programs for housing rehabilitation, including planning for a rehabilitation renewal area, rehabilitation loans, and public acquisition of structures for rehabilitation.
- The Rehabilitation Assistance Program (RAP) in the Inner Richmond and Upper Ashbury.
- Modernization of public housing in Hunters Point.

DEVELOP NEW HOUSING

Funds for acquisition of new housing sites in Chinatown.

IMPROVE NEIGHBORHOOD QUALITY

- A study and fund reservation for the creation of a system of publicly-owned neighborhood service centers.
- Renovation assistance to existing neighborhood centers, recreational facilities, and branch libraries.
- Expansion of the city's traffic control program, known as Protected Residential Areas.
- Small-scale physical improvements initiated by neighborhood groups under the Neighborhood Bicentennial and Neighborhood Initiated Improvement Programs.
- A study and fund reservation for removal of physical barriers that impede the mobility of elderly and handicapped persons.
- Funds for development and initiation of a program to assist in rehabilitation of structures with special architectural and historic value.

The 1977 Community Development Program

The three-year plan of needs and objectives developed in 1975 and the local policies developed in 1975 and 1976 provide a foundation for the 1977 program.

In 1977 San Francisco is able to meet its commitment to the existing "categorical programs", while still setting aside approximately $7.6 million for new directions and activities.

Many of the new program directions established in 1975 and 1976 and supported by citizens at public hearings are to be continued in 1977. New sites and locations are added in order to expand the program benefits to additional neighborhoods. In addition two new program directions are being initiated in 1977, including the Rehabilitation of Child Care Facilities and the Improvement of Neighborhood Commercial Districts.

In screening requests for new activities, the Mayor's Office analyzed each proposal according to several major factors. The following questions were asked in each case:

- *Does the proposal focus on one of the four basic areas of need and objectives?*
- *Does it focus on the needs of low and moderate income persons?*
- *Is the activity eligible for funding under the law?*
- *Are there funds available for the project from other Federal sources?*
- *Would Block Grant funds substantially reduce the current level of local financial support, if any, for this activity?*
- *Does the proposed project have strong citizen and executive support?*
- *Is the proposal feasible? Can it be carried out in a reasonable amount of time? Is there an appropriate administrative agency?*
- *Does the proposal focus primarily on physical improvements?*

SUMMARY OF 1977 PRELIMINARY ALLOCATIONS

A. CONSERVE EXISTING HOUSING	**$ 1,914,000**
Public Housing Rehabilitation	$ 1,564,000
Rehabilitation Assistance Implementation	350,000
B. DEVELOP NEW HOUSING	**$ 16,960,400**
Western Addition A-2	$ 5,890,600
Hunters Point NDP	10,589,400
Stockton/Sacramento Site	180,400
Housing Site South of Market	300,000
C. IMPROVE NEIGHBORHOOD QUALITY	**$ 2,144,800**
Existing Recreational Facilities	$ 750,000
Existing Neighborhood Centers	197,800
Child Care Facilities	77,000
Additional Neighborhood Centers	300,000
Neighborhood Traffic Control	120,000
Neighborhood-Initiated Improvement Program (NIIP)	200,000
Bicentennial Celebration	300,000
Removal of Physical Barriers	200,000
D. INCREASE ECONOMIC DEVELOPMENT	**$ 464,600**
India Basin Industrial Park	$ 339,600
Neighborhood Commercial Districts	125,000
E. PROGRAMMING AND MANAGEMENT	**$ 527,000**
Office of Community Development	$ 290,000
Department of City Planning	237,000
F. CONTINGENCIES	**$ 6,787,200**
(includes funding reserved for Model Cities projects and for additional proposals resulting from the public hearing process)	
TOTAL	**$28,798,000**

The following is the list of projects to be funded from San Francisco's 1977 Community Development Block Grant. Each multi-purpose project is identified with the basic need most closely expressing that project's major purpose. (The implementing agency is identified in parentheses: **BBI** - Bureau of Building Inspection; **MCA** - Model Cities Agency; **SFRA** - Redevelopment Agency; **DPW** - Department of Public Works; **SFHA** - Housing Authority; **R & P** - Recreation and Park Department; **PLC** - Public Library Commission; **DCP** - Department of City Planning; **OCD** - Office of Community Development.

A CONSERVE EXISTING HOUSING

It is anticipated that, in 1977, the Federally Assisted Code Enforcement (FACE) projects will be completed and the Rehabilitation Assistance Program (RAP) will be continued, both with funds allocated in previous years. In addition, funding allocations are being reserved to finance new residential rehabilitation programs, including those expected to flow from the rehabilitation studies currently underway. Funds are also being set aside to rehabilitate public housing projects in many parts of the City.

1. FACE
$0

Complete the Federally-Assisted Code Enforcement (FACE) program in Alamo Square, Bernal Heights and Duboce Triangle (BBI)

Current budget allocations for FACE plus $400,000 of funds previously allocated for the Rehabilitation Assistance Program (RAP) are sufficient to fund FACE activities through the scheduled completion date of January 1977. Thus, no additional funding allocation is proposed for 1977.

2. RAP
$0

Carry out Rehabilitation Assistance Program (RAP) activities in the Inner Richmond and Upper Ashbury areas (BBI)

Adequate funds are available from the 1975 and 1976 Community Development Programs to carry forward Rehabilitation Assistance Program (RAP) activities during 1977. Approximately $2.6 million has been allocated already to initiate RAP activities.

A favorable court decision on the program's constitutionality and a favorable IRS ruling regarding the tax exempt status of bonds to finance housing rehabilitation have been received. However, the starting of RAP activities is presently awaiting Board of Supervisor's action on a proposed reorganization plan for the Bureau of Building Inspection. Upon a successful resolution of the BBI reorganization proposal, RAP activities will begin in the Inner Richmond. Commencement of activities in the Upper Ashbury are contingent upon completion of an EIR/EIS and approval of a public improvement plan by the Board of Supervisors. These activities are anticipated to take an additional five months.

3. BAYVIEW NORTH
$0

Undertake planning activities for the initiation of a residential rehabilitation renewal program in the Bayview North area (SFRA)

The 1975 CD Program allocated funds to undertake a study to select and initiate a preliminary plan for a Residential Rehabilitation Renewal Project employing the tools of the redevelopment process. Beginning in November 1975, the Department of City Planning and the Redevelopment Agency have been evaluating various areas in the Bayview-Hunters Point district. Work is continuing in 1976 to determine the feasibility of such a project in an area identified as Bayview North. Following a determination of feasibility, several actions remain to be undertaken, including designation of a survey area by the Board of Supervisors, approval of a Preliminary Plan for a project area by the City Planning Commission, and approval of an official renewal plan by the Redevelopment Agency and the Board of Supervisors. With such approvals, appropriate funds could be reallocated from Program contingencies to support this project.

4. PUBLIC HOUSING
$ 1,564,000

Undertake rehabilitation activities in existing public housing projects (SFHA)

The San Francisco Housing Authority has an ongoing program to rehabilitate and modernize its existing public housing units. Although there is a separate HUD-funded Modernization Program, adequate funding from this source is not presently available. Therefore, community development funds are being used to supplement the Housing Authority's rehabilitation efforts.

Recently adopted amendments to the California Occupational Safety and Health Act require the Housing Authority to make improvements to the boiler systems of fourteen public housing developments. Without the additional safety features the affected projects would be forced to close. In addition, the Housing Authority has identified its priorities for rehabilitation work by examining the needs of the housing units in terms of age and condition, and giving consideration of those housing projects which have not received adequate modernization funds in the past.

The highest priority work items are replacement of existing wood sash windows with aluminum sash windows, and exterior painting. Not only will the replacement of windows reduce maintenance and provide greater security but it will conserve energy and reduce heating costs. Exterior painting will provide better protection to the buildings as well as improve overall appearance of the housing.

The tenants of Bernal Dwellings have also identified as a priority, additional security items for the entrance ways, including intercom systems and additional security for the mailboxes.

The need for a community meeting space within Ping Yuen has also been identified. An existing storage area will be remodeled for this purpose.

The following is a description of the use of 1977 CD funds:

Improvements to the boiler facilities of fourteen public housing developments.	$150,000
ALEMANY (Cal 1-16) — Exterior painting	$ 80,000
BERNAL DWELLINGS (Cal 1-5) — Window replacement and improvements to entrance ways	$310,000
PING YUEN (Cal 1-18(6)) — Community center	$134,000
POTRERO TERRACE (Cal 1-2) — Window replacement and exterior painting	$373,000
VALENCIA GARDENS (Cal 1-4) — Window replacement and exterior painting	$312,000
WESTSIDE COURTS (Cal 1-8) — Window replacement and exterior painting	$205,000

5. REHABILITATION STUDY IMPLEMENTATION
$350,000

Implement new methods of residential rehabilitation (DCP/SFRA/BBI)

The 1975 CD. Program set aside $50,000 for a study to evaluate various methods of financing residential rehabilitation and to develop a comprehensive approach to rehabilitation in San Francisco. A number of neighborhoods have evidenced interest in participating in programs resulting from this study, including the Mission, Chinatown, South Park and other South of Market areas, Ingleside, Bernal Heights, Excelsior, Potrero Hill, Haight-Ashbury, Sunset-Parkside, and Western Addition.

The study is currently underway, and is scheduled for completion in the fall of 1976. A fund reservation of $350,000 is being set aside to implement programs resulting from the study.

B DEVELOP NEW HOUSING

Although Community Development Block Grant funds cannot be used to finance the actual construction of new housing units, they can assist in the acquisition and preparation of sites for such housing. To construct new housing to meet the needs of low and moderate income persons, assistance must be secured from HUD under the new Section 8 subsidized housing program to augment financing secured from conventional lending institutions.

A substantial amount of new housing development is continuing to occur in several redevelopment areas — most notably in Western Addition, Hunters Point, Golden Gateway, Diamond Heights. A smaller-scale project is also underway at the Stockton-Sacramento site in Chinatown.

A new program for the acquisition of additional housing sites was initiated for Chinatown in the 1975 Program and supplemented in 1976. This program will extend to an additional area in 1977.

1. WESTERN ADDITION A-2
$5,890,600

Continue project activities in the Western Addition A-2 Redevelopment Project (SFRA)

The program for Western Addition A-2 includes the provision of sites for development of about 4,300 new housing units, the rehabilitation of 2,700 housing units, and the provision of sites for a new elementary school and for the revitalization of the Nihonmachi and Fillmore business districts. Of the 4,300 new units of housing, about 2,500 are private units scheduled for households of low and moderate income. Block Grant funds for 1977 are to be used for land acquisition, property management, relocation, clearance, site improvements, provision of building sites for new development, rehabilitation of existing buildings, and project administration.

2. HUNTERS POINT NDP
$10,589,400

Continue project activities in the Hunters Point Neighborhood Development Project (SFRA)

The program for the Hunters Point redevelopment area includes providing sites for development of about 1,950 new private housing units (to replace the remaining temporary wartime housing from World War II), park and recreation facilities, elementary schools, churches and neighborhood shops. Of the new housing units, about 1,275 are scheduled for households of low and moderate income. Block Grant funds for 1977 are to be used for clearnace, site improvements, property management, relocation, land disposition for new development, and project administration.

3. GOLDEN GATEWAY
$0

Continue project activities in the Golden Gateway Redevelopment area (SFRA)

The program for the Golden Gateway redevelopment area involves the provision of sites for new housing (about 2,500 units), shops, a hotel, theaters, and two major public plazas. No block grant funds are programmed in 1977.

4. STOCKTON/SACRAMENTO SITE
$180,400

Continue project activities in the Stockton/Sacramento Redevelopment Project (SFRA)

The Stockton/Sacramento redevelopment area will provide a site for about 175 units of housing for persons of low and moderate income. Additional funds for land acquisition and administration are needed for this project in 1977.

5. DIAMOND HEIGHTS
$0

Continue project activities in the Diamond Heights Redevelopment area (SFRA)

The Diamond Heights Redevelopment area is being developed as a new neighborhood with housing (over 2,200 units), playgrounds, schools, shopping facilities, and churches. No block grant funds are programmed in 1977.

6. ACQUISITION OF HOUSING SITES
$300,000

Acquire housing sites in the South of Market area (DCP/SFRA/SFHA)

Due to the extremely high cost of land in many neighborhoods of San Francisco, private developers have found it virtually impossible to develop housing for low and moderate income households in these areas. In order to stimulate the construction of low and moderate income housing and to respond to community needs and interest for such housing, the 1975 CDP identified a program to acquire sites for such housing. These sites would be acquired, prepared and sold to builders for development of housing to meet the needs of the neighborhood. The 1975 and 1976 Community Development Programs identified Chinatown as one such neighborhood, and allocated $500,000 in each program year. No additional funds are required in 1977 to implement the Chinatown project.

In 1976, several requests for expanded housing opportunities for low and moderate income households were expressed by the South of Market community both as part of and apart from the YBC replanning effort. Due to the high land costs in this area, and in response to community needs, $300,000 is being reserved in the 1977 program for the acquisition, site preparation and disposition of land for new housing in the South of Market area. Up to $25,000 of this allocation may be used for site identification and pre-acquisition activities.

C IMPROVE NEIGHBORHOOD QUALITY

A continuing need expressed by individual citizens and neighborhood groups is that of improving the quality of our neighborhood environments. The Community Development Block Grant offers one of the first opportunities to address this need in a substantial and comprehensive way in high need neighborhoods throughout the city under a variety of related programs.

Several new neighborhood programs were initiated in 1975 and 1976. Some of these are being continued in 1977 and expanded to additional areas.

1. MODEL CITIES PROGRAM
$ to be determined

Complete Model Cities activities in the Bayview-Hunters Point and Mission Model Neighborhoods (MCA)

In the 1976 CD Program, the Board of Supervisors authorized funding of the Model Cities projects for a six-month period only, pending completion of intensive program evaluations. These evaluations are currently underway. Recommendations for the continuation or termination of specific projects will be made to the Board of Supervisors in August 1976.

Until such time as these decisions are made, the funding needs of the Model Cities projects are uncertain. Therefore, funds are being reserved in the contingency fund of this preliminary proposal for Model Cities projects which are recommended for continued funding as the result of this evaluation process.

2. RECREATIONAL FACILITIES
$750,000

Renovate and Improve Existing Recreational Facilities (R&P)

Community Development funds are being reserved to supplement the Proposition J Open Space Acquisition and Park Renovation Fund, by providing additional monies for the improvement and renovation of existing recreational areas. In selecting projects for renovation, the following criteria were considered: (1) the age and condition of the facility; (2) the amount of past local or federal funding to the facility; (3) priority to neighborhoods primarily composed of low and moderate income residents; and (4) projects which have received prior CD funds for planning and will be reaching the implementation stage in 1977.

The following recreational areas will receive funding in 1977:

CROCKER AMAZON — Clubhouse construction (Planning funds of $16,500 are being proposed from the 1976 contingencies.)	$180,000
DUBOCE PARK — Playground reconstruction (Planning funds of $20,000 were allocated from the 1976 Program.)	$200,000
HERTZ PLAYGROUND — Coffman Pool (Visitacion Valley) — Playground and building improvements	$ 50,000
MISSION DOLORES PARK — Children's Play Apparatus	$ 70,000
NORTH BEACH PLAYGROUND — Children's Play Apparatus	$ 50,000
ALAMO SQUARE — Park renovation	$ 60,000
POTRERO HILL PLAYGROUND — Playfield renovation	$ 50,000
PORTOLA PLAYGROUND — Playfield renovation	$ 50,000
EXCELSIOR PLAYGROUND — Children's Play Apparatus	$ 40,000

In addition, the Recreation and Park Department has indicated an intention to work closely with other city agencies in the development of neighborhood centers in the downtown area, particularly as they relate to the needs of senior citizens.

3. BRANCH LIBRARIES
$0

Implement 1976 program for the rehabilitation of existing branch libraries (PLC)

In the 1976 CD Program, $526,000 was set aside for the renovation of four branch libraries, where modernization of the existing structures would provide additional community space. Work on these libraries is expected to be completed in 1977.

To provide similar space in other branch libraries would require more extensive work such as expansion of existing structures and new construction. Before embarking upon such an expensive undertaking, an overall plan is to be developed by Library staff for the branch library system, including a review of the cluster system, existing and desirable service levels in each area of the city, staffing requirements and related operation and maintenance costs. Based upon such a plan, funds for branch libraries can be allocated in future CD programs.

4. EXISTING NEIGHBORHOOD CENTERS
$197,800

Rehabilitate existing neighborhood centers (MCA)

Existing multi-purpose centers are currently providing needed public services such as child care, education, recreation, senior citizens activities, health screening, and job counseling. Many of these centers need renovation to bring the structures up to health, fire, and other local code requirements or to make the facilities useable for the needs of the people to be served. Funds are being set aside to improve these facilities so that services will not have to be cut back or in some cases eliminated.

Requests for the renovation of privately-owned centers were reviewed against standard criteria. Priority is given to those centers which (1) primarily serve low and moderate income persons; (2) are open to the public at nominal or no charge; (3) are multi-purpose in nature; (4) have substantial past experience and have evidenced a capacity to continue providing services to the public on a long-term basis; and (5) have limited financial resources for undertaking needed improvements.

CHINATOWN YMCA	$30,000
CHINATOWN YWCA	52,800
JEWISH COMMUNITY CENTER	25,000
MORRISANIA WEST	30,000
POTRERO HILL NEIGHBORHOOD HOUSE	30,000
VISITACION VALLEY CENTER	30,000

5. CHILD CARE FACILITIES
$77,000

Rehabilitate Child care facilities (MCA)

A need was expressed in the public hearings for the renovation and improvement of child care facilities in order to meet licensing requirements and to enable the expansion of child care services. Therefore, a new program is being established to address this need. Since this is a new program, it is recognized that there may be many requests beyond those contained in this preliminary proposal. Additional projects which best meet the criteria below will be considered for inclusion in the final program.

Standard criteria has been established for reviewing proposals for the renovation of child care facilities. Priority is given to those centers which (1) primarily serve low and moderate income persons; (2) are open to the public at nominal or no charge; (3) have substantial past experience and have evidenced a capacity to continue providing services to the public on a long-term basis; (4) have limited financial resources for undertaking needed improvements; and (5) are providing full-day care to children of working parents.

The facilities identified for funding in this preliminary proposal are the following:

PING YUEN (NE Mental Health)	$50,000
WESTSIDE COURT (Watoto Weusi)	27,000

6. ADDITIONAL NEIGHBORHOOD CENTERS
$300,000

Provide additional neighborhood centers (DCP/MCA)

A total of $1,474,000 from the 1975 and 1976 CD Programs has been reserved for the provision of additional neighborhood centers in high need neighborhoods. A study was completed with funds from the 1975 program, which reviewed needs, services and existing facilities in sixteen neighborhoods and which recommended priority neighborhood groupings for program implementation.

An additional amount of $300,000 is being reserved in 1977 to supplement this program implementation phase.

7. TRAFFIC CONTROL
$120,000

Carry out neighborhood traffic control programs (DPW)

The prime purpose of this activity is to continue to supplement planning and construction activities of the city's neighborhood traffic control program, known as Protected Residential Areas (PRA). This program is directed toward the elimination of heavy commercial and daily commuter-through-traffic on neighborhood streets, by diverting such vehicles to bordering collector arterials. PRA projects also include beautification activities which are related to traffic diversion, such as decorative traffic islands, bulbing of sidewalks and street tree planting. This program activity is proposed for low and moderate

income neighborhoods in accordance with the following criteria: (1) the severity of environmental problems in the area as well as the extent of traffic; (2) the extent of neighborhood support; (3) the cost of the project compared with benefits obtained; and (4) the availability of collector streets to carry diverted traffic.

A total of $200,000 for PRA construction and $30,000 for PRA planning has been set aside from the 1975 and 1976 Programs, but has not yet been allocated to any specific projects. (Allocations are made at such time as a project reaches the construction stage.)

An additional amount of $100,000 in construction money is required for those projects in the planning stage which are expected to reach the construction phase in 1977. Projects currently in planning include the Inner Mission District, Noe Valley, the Excelsior District and Bernal Heights. An amount of $20,000 is also being reserved for planning in these and other additional neighborhoods which best meet the above criteria.

Further funds can be reserved in future years as additional projects approach the construction stage.

8. NIIP
$200,000

Continue the Neighborhood Initiated Improvement Program (DCP)

A program was developed in 1975 and continued in 1976 for the funding of small-scale physical improvements in neighborhoods. Neighborhood groups initiate their own projects such as street tree planting, landscaping, installation of play and/or sitting areas, and other outdoor physical improvements to enhance the quality of neighborhood environments, and submit these projects for consideration and funding under NIIP.

An amount of $200,000 is being set aside to continue this program in 1977.

9. BICENTENNIAL CELEBRATION
$300,000

Fund neighborhood improvement projects which directly support the city's Bicentennial Celebration (DCP)

In the 1976 CD program, an amount of $300,000 was reserved to provide award incentives to neighborhood organizations and local merchant associations to undertake projects for making their neighborhoods a better place to live and work. Based upon a competition among these projects, award recommendations will be made to the Board of Supervisors for additional public improvements and other eligible community development activities in winning neighborhoods and business areas. Recommendations will be made for sixty-six awards, under the procedures established by the Neighborhood Bicentennial Committee, during late 1976.

In accordance with the city's intent, as stated in the 1975 and 1976 CD programs, an additional $300,000 is being set aside in 1977 to finance these awards.

10. PHYSICAL BARRIERS
$200,000

Remove physical barriers which impede the mobility of elderly and handicapped persons in public buildings (DPW)

The 1975 CD program allocated $100,000 for the removal of architectural and material barriers which restrict the mobility of elderly and handicapped persons in public buildings. Of this, $10,000 was set aside for a study by the Bureau of Architecture. This study developed a long range program for many of the public buildings. The remaining $90,000 is being used to implement the first phase of this program, including construction activities for the treatment of Civic Center Auditorium, the War Memorial Building, the Hall of Justice, the Opera House, the Main Library, and the Steinhart Aquarium.

An additional amount of $200,000 is being allocated in 1977 to carry out the second phase of this program, including the following:

FEASIBILITY STUDIES $ 30,000

City Hall, DeYoung Museum, Palace of the Legion of Honor, and other public buildings which require access for business or employment purposes.

MAIN LIBRARY ENTRANCE $ 55,000

Plans, specifications and construction of ramp at main entrance

BRANCH LIBRARIES $115,000

Mission, Richmond, Marina, Excelsior, Anna Waden, Merced, Ortega, and Western Addition.

11. HISTORIC PRESERVATION
$0

Provide loans and grants for the rehabilitation of structures with special architectural or historic value (DCP)

Funds of $200,000 were set aside in the 1975 Program to establish a self-perpetuating historic preservation program. A proposed program, to be administered by the Foundation for San Francisco's Architectural Heritage, has been developed by the Department of City Planning for submission to the Board of Supervisors. If this program proves to be effective, additional funding will be considered in future years.

In 1977, community development funds will continue to be utilized to increase economic development opportunities by making land available for the contemporary needs of commerce and industry, through existing redevelopment projects. In addition, a new program is being initiated in 1977 for the revitalization of neighborhood commercial districts.

D INCREASE ECONOMIC DEVELOPMENT

1. INDIA BASIN INDUSTRIAL PARK
$339,600

Continue project activities in the India Basin Industrial Park redevelopment project (SFRA)

The India Basin Industrial Park (formerly known as Butchertown) will provide land suited to the needs of modern industry. Block Grant funds are being set aside in 1977 to continue project activities, including land acquisition, property management, relocation, site preparation, public improvements, and provision of sites for new development.

2. YERBA BUENA CENTER
$0

Continue project activities in the Yerba Buena Center redevelopment project (SFRA)

The current development program for the Yerba Buena Center redevelopment area includes the provision of sites for office buildings, shops, restaurants, an exhibit hall, a sports arena, an apparel mart, a hotel, a theater, a public garage, and an urban park including several malls and landscaped plazas.

This project is undergoing an evaluation by the Mayor's Select Committee on Yerba Buena Center. A report by this Committee is scheduled for completion by August 1976. Following receipt of this report, the Mayor may recommend certain revisions to the plan and program for this project. Such revisions would include the identification of any requirement for 1977 CD Block Grant funds, which could be transferred from Program contingencies.

3. NEIGHBORHOOD COMMERCIAL DISTRICTS
$125,000

Carry out a Neighborhood Commercial District improvement program (DCP/DPW)

Many neighborhood commercial areas serving predominantly low and moderate income people are in need of physical upgrading in order to remain viable and competitive. Upgrading of neighborhood commercial areas will improve neighborhood quality, particularly in areas where maintenance has been neglected or deferred and can lead to the expansion of economic opportunities by encouraging new businesses to locate in vacant commercial space.

Working with merchants associations, plans will be developed and improvement programs undertaken for the upgrading of neighborhood commercial areas. A reservation of public funds will be used as an incentive for the commitment of private funds for commercial improvements. Planning is currently underway for the Mission Street and Ocean Avenue commercial strips. Interest has also been expressed by merchants along 3rd Street, Divisadero Street and 16th Street. Other areas expressing interest will also be considered.

E. COMMUNITY DEVELOPMENT PROGRAMMING AND MANAGEMENT
$527,000

1. Office of Community Development
$290,000

The Mayor's Office of Community Development is responsible for the preparation of the Community Development Program, its administration and the monitoring of progress on program activities.

2. Department of City Planning
$237,000

The Department of City Planning (DCP) assists the Mayor's Office of Community Development by providing technical, planning and staff services.

Several requests have been received for technical assistance to neighborhoods. Within the limits of funding and staff availability, DCP will provide such neighborhood assistance, through existing staff or, as appropriate, the funding of special studies, as part of their 1977 work program.

F. CONTINGENCIES
$6,787,200

San Francisco's maximum contingency fund, as allowed by federal regulation, is $2,618,000. This preliminary contingency allocation includes funds being reserved for Model Cities projects which are recommended for continued funding as the result of the evaluation process now underway, and for other worthy proposals resulting from the public hearing process.

Housing Assistance Plan

The two primary objectives of the Housing Assistance Plan (HAP) are to identify the housing needs of the lower-income residents of San Francisco and to set realistic goals to meet these needs. In examining the housing needs of families and individuals, it is not only necessary to determine their particular problem (e.g., overpaying for housing, overcrowding conditions) but also to identify the condition of the housing in which they live. When the problems of low and moderate income residents have been properly defined, then it is possible to describe the approaches and programs which will address these needs. The programs will, of course, also be shaped by their use and effectiveness and by the availability of funds. All of these considerations will subsequently determine the goals.

Table I HOUSING ASSISTANCE NEEDS OF LOWER-INCOME HOUSEHOLDS

	Total	Elderly and Handicapped	Family (4 persons or less)	Large Family (5 persons or more)
Living Under Inadequate Conditions				
WHITE				
Owners	530	365	140	25
Renters	47 120	20 735	25 635	750
	47 650	21 100	25 775	775
BLACK				
Owners	185	25	45	115
Renters	12 170	1 995	8 185	1 990
	12 355	2 020	8,230	2 105
SPANISH-AMERICAN				
Owners	270	35	45	190
Renters	8 350	1 715	5 155	1 480
	8 620	1 750	5 200	1 670
ASIAN & OTHERS				
Owners	335	10	60	265
Renters	9 680	2 055	5 835	1 790
	10 015	2 065	5,895	2 055
TOTAL				
Owners	1 320	435	290	595
Renters	77 320	26 500	44 810	6 010
	78 640	26 935	45 100	6 605
Other Needs				
Estimated Displacement*	360	120	215	25
Expected to Reside**	2 335	0	2 335	0
TOTALS	81 335	27 055	47,650	6 630

*RAP, Redevelopment, Model Cities, and Sewage Treatment Plant
Includes 1,440 households employed in San Francisco, as estimated by HUD.

Table II NUMBER OF DISABLED PERSONS BY MAJOR DISABLING CONDITION

Disabling Condition*	Number of Persons
SENSORY DISORDERS	3 580
Blind	660
Vision Impaired	1,570
Deaf	480
Hearing Impaired	930
PHYSICAL DISORDERS	44 915
Amputees and Orthopedic	27,650
Epilepsy	4,145
Heart Disease	9,620
Other Physical Disorders	3,500
DEVELOPMENTAL DISORDERS	13,193
Mentally Retarded	12,262
Cerebral Palsied	867
Autistic (children)	64
TOTAL	61,688

*The disabling conditions of speech impairment, digestive disorders, temporary physical disorders, drug addiction and alcoholism are not included

Sources: "Estimated Number of Disabled Persons aged 16 through 64 years, as of July 1974 by Major Disabling Conditions, for California Counties" — California State Department of Rehabilitation. Supplemental Data submitted by the San Francisco Ad Hoc Committee for the Developmentally Disabled and Handicapped

Needs and problems

The Housing and Community Development Act of 1974 has defined "lower income" households as those families and individuals who have a gross income of eighty percent or less of the median income of a local metropolitan area. For the San Francisco area, the Department of Housing and Urban Development has estimated the 1976 median income for a family of four to be $17,000. A "lower income" family of four then would have a gross income of $13,600 or less. The Act also specifies particular household types whose needs must be addressed. These are elderly and handicapped persons, large families (of five persons or more), persons displaced by governmental action, and those persons who are expected to reside in the locality. The following sections describe generally the housing needs and problems of all households in San Francisco and the approaches to meeting these needs. Particular emphasis has been given to the needs of the household types referenced above.

Overpaying

A household who has to pay more than twenty-five percent of its income for rent is considered to be overpaying for housing. In the tight housing market of San Francisco, this problem is common. However, the impact is severe among lower-income households. Seventy-eight percent of the City's lower-income households are overpaying for housing. The situation is particularly harsh for **elderly households** and **female-headed households**; in both cases, approximately eighty-five percent are paying more than they should. To meet this housing need, housing assistance payments should be provided to supplement rental payments in excess of one-fourth of income. Overpaying is complicated by the fact that many of these households are living in substandard units. To resolve this problem, the City should take measures to increase the number of standard housing among the existing stock, such as through housing rehabilitation programs or code enforcement programs in collaboration with housing assistance payments, and to create new housing stock at lower rents, such as new construction of subsidized housing projects.

Substandard conditions

A household living in a building or a unit which violates the Housing Code or does not have adequate plumbing facilities is living in substandard conditions. The problem of substandard housing generally affects renters more than owners; approximately twenty percent of the lower-income renter households are living in substandard conditions while only one percent of the lower-income owner households are in such conditions. This housing problem relates especially to **elderly** households and **minority** families. More than one approach is necessary to meet their needs because their living conditions represent different degrees of deficiencies. A large portion of the substandard units are basically sound but deteriorated or marginally substandard. By accelerating neighborhood conservation and code enforcement programs with attractive rehabilitation loan programs, these units could return to the standard housing stock without imposing undue hardship or additional costs on the lower-income tenants. Undoubtedly, some housing assistance payments should be made available in conjunction with the programs in order to meet the needs of some hardship cases. The remaining portion of the substandard units have structural problems, are dilapidated, and/or lack major facilities such as private bathrooms and kitchens. Lower-income households in these living quarters should be provided with standard substitute units on a temporary or permanent basis and then the housing units should be renovated or substantially rehabilitated. In extreme cases, buildings will have to be demolished. This approach of transferring tenants to standard housing and reviving the dilapidated buildings cannot be accomplished without the following three types of programs working simultaneously: (a) programs for providing relocation housing either through new construction or renovation of other dilapidated buildings; (b) programs for financing substantial rehabilitation; and (c) programs of rent supplements or housing assistance payments to enable lower-income households to move into standard units which they can afford.

Overcrowding

Overcrowding is defined by having an average of more than one person per room in a given dwelling unit. Over ten percent of the City's lower-income households are living in overcrowded situations. This percentage increases to sixty percent among lower-income large families. The problem is even greater among minority households. There are four approaches to resolve this problem: (a) to construct new units to fill the gaps between the needs and the existing housing stock; (b) to convert the existing smaller units to larger units; (c) to preserve the existing housing stock of large units; and (d) to provide housing assistance payments to enable the larger households to afford suitable units.

The above three categories appear as "living under inadequate conditions" on Table I.

Other needs

Displaced Households and Expected to Reside. Families and individuals which are displaced by some governmental action or who are expected to reside in San Francisco due to job opportunities are actually people *without* housing. It is necessary then to produce "new" housing, i.e., to replace the housing lost by the governmental action or to create "new" housing opportunities for those who will be arriving in San Francisco in the future.

Because of the tight housing market in San Francisco, additional housing units must be produced either through new construction or substantial rehabilitation of the existing housing stock.

Lack of Suitable Housing. There are many households in San Francisco which have very particular housing needs which again can only be accommodated by the construction of new units or the substantial rehabilitation of existing units. One example of these households is disabled and handicapped families and individuals. (See Table II.) These households have particular problems with accessibility to housing and special amenities which enable them to live comfortably. So particular are the needs of these households that in 1976 special design guidelines were developed by the Department of City Planning for use with the Housing Assistance Plan.

Problems also exist for **elderly** households. Special consideration must be given to location, security, services and design features of housing for the elderly. Currently, design guidelines are being prepared regarding these matters.

Large families (five persons or more) are a third example of households without "suitable" housing. There are insufficient dwelling units of appropriate bedroom size and space to accommodate such families. Again, the only way to produce "suitable" dwelling units for these households is through the construction of new housing or substantial renovation of existing housing.

GOALS FOR 1977

Goals for the development of assisted housing in San Francisco relate to the needs and approaches outlined in the Community Development Program: to conserve existing housing and to develop new housing, and to serve the needs of low- and moderate-income families and individuals.

To meet these objectives, the 1976 Housing Assistance Plan (HAP) relies heavily on the Section 8 Housing Assistance Payments Program. The Section 8 Program was established by Title II of the Housing and Community Development Act of 1974 and is a new financing mechanism. Under Section 8, the Department of Housing and Urban Development (HUD) provides financial assistance to owners to make up the difference between "fair market rents" and the lower-income persons' ability to pay. The established income limits for Section 8 and Fair Market Rent Schedules are shown in Tables III and IV. The City has placed such emphasis on this program because it is the primary program HUD is currently using for housing lower income households, and it can be used in conjunction with a variety of financing mechanisms which provide all types of housing — new construction, substantial rehabilitation, and existing housing.

The needs for assisted housing are great. However, the approaches and programs available to meet these needs rely very heavily on Federal funds for support. In the past, the City's share of Federal dollars for housing has been extremely low and totally inadequate to meet our needs. The 1976 goals for Section 8 assistance payments is 1,077 housing units. As of June, 1976, however, there has been a Section 8 allocation of only 177 units for existing housing. (In 1975, San Francisco received less than one-third of the 3000-unit goal established in the 1975 HAP.)

Other Federal housing programs were also inadequately funded in relation to San Francisco's needs. Allocations of Section 312 rehabilitation loans were again insufficient in 1976, and this hindered the progress of rehabilitation in Federally Assisted Code Enforcement (FACE) and redevelopment areas.

The revived Section 202 elderly housing program provided tentative allocations of mortgage financing for three housing developments which include 300 units of Section 8 housing assistance payments for the elderly. However, these projects must still meet the test of financial feasibility by HUD.

In late 1975, HUD did allocate additional funds for the Target Projects Program (TPP) of the San Francisco Housing Authority. This program is designed to completely rehabilitate a target area of the public housing stock within a two-year period. The area chosen for this program is the Bayview-Hunters Point district, including Alice Griffith Garden Homes. The total allocation for this program, including funds from the 1975 and 1976 Community Development Program, is now approximately $14,900,000.

Several new programs of the City and State of California came closer to implementation in 1976. The Rehabilitation Assistance Program (RAP), which will provide low-interest, long-term loans for rehabilitation in designated neighborhoods, passed very important legal tests by the Internal Revenue Service and the California Supreme Court. RAP is now closer to selling its bonds to finance the loans and is expected to be initiated in late 1976. These same tests were necessary for initiating a rehabilitation program of the San Francisco Redevelopment Agency in the Western Addition A-2 area. This program will offer low-interest loans to residents of the Western Addition A-2 renewal project area.

The newly-formed California Housing Finance Agency (CHFA) is currently awaiting a legal decision by the California Supreme Court on the legality of the sale of its bonds. Hopefully, the CHFA will be fully operational in late 1976. The CHFA has received a tentative "set aside" of approximately 800 units of Section 8 funds from HUD for its projects in Northern California. In addition, the CHFA will be able to administer programs of (1) direct financing for new construction, (2) rehabilitation through neighborhood preservation loans, and (3) mortgage insurance.

The 1977 Housing Assistance Plan contains a total goal of 3702 units. The programs to provide these units are grouped into general categories: Rehabilitation; Existing Housing; and New Construction. Following is a description of each financing program, the type of assistance to be provided, and what is to be accomplished.

Table III INCOME LIMITS FOR ELIGIBLE HOUSEHOLDS FOR SECTION 8 HOUSING ASSISTANCE PAYMENTS+

Persons Per Family (80% of the median)	Income Limits for "Lower Income" Families
1	$ 9,500
2	10,900
3	12,300
4	13,600
5	14,500
6	15,300
7	16,200
8 or more	17,100

*Established by HUD March 1, 1976 for use during 1976

Table IV FAIR MARKET RENTS FOR SECTION 8 PROGRAM

The maximum "fair market rents" established for San Francisco for new construction and substantial rehabilitation* are as follows

STRUCTURE TYPE	NUMBER OF BEDROOMS 0	1	2	3	4 or more
Detached	-	-	446	536	595
Semi-detached	-	301	365	452	482
Walk-up	244	273	340	398	446
Elevator	280	345	410	-	-

*Established April 6, 1976

The maximum "fair market rents" for existing housing* are as follows

STRUCTURE TYPE	NUMBER OF BEDROOMS 0	1	2	3	4 or more
Non-Elevator	169	193	228	264	299
Elevator	186	212	251	289	329

These figures represent the maximum rents allowed by HUD. Actual fair market rents will depend on approval of individual proposals by HUD.

*Established March 29, 1976

Rehabilitation
1670 units

Neighborhood conservation and housing rehabilitation is one of the basic strategies of San Francisco's community development and housing assistance programs. Comparatively, rehabilitation is a less expensive and more speedy means than new construction to deliver decent, safe and sanitary housing for lower-income households. It is also an effective mechanism to preserve large (three or more bedrooms) housing units.

A comprehensive and effective rehabilitation program includes two types of assistance: rehabilitation loans of favorable terms and housing assistance payments to make units available for lower-income households. The Section 312 program was identified as the only source of low-interest rehabilitation loans in the 1975 Housing Assistance Plan. This program remains crucial to complete rehabilitation in the City's FACE and redevelopment programs. If adequate Section 312 funding is available, FACE will be completed by December 31, 1976. The Section 312 program is not identified as a goal in the 1977 HAP due to the uncertainty of its continued funding by HUD. New resources such as the City-sponsored Rehabilitation Assistance Program (RAP) and the Redevelopment Agency's rehabilitation loan program will be used to the greatest extent possible to supplement the Section 312 program. In terms of housing assistance payments, the Section 8 program is the only resource. An allocation of 550 units under the Section 8 substantial rehabilitation program in 1977 will be necessary to realize the goals for rehabilitation in 1976. The goal of 1670 units of rehabilitation is distributed as follows:

LOCALLY-FINANCED REHABILITATION LOANS
441 Units

The Rehabilitation Assistance Program (RAP) will provide low-interest, long-term loans for rehabilitation in designated neighborhoods. A Public Improvements Program and relocation benefits are provided by the City to support this program. It is projected that approximately 248 units will be rehabilitated through RAP in 1977. An additional feature of RAP is a special "hardship" loan which is an interest-free loan to low-income homeowners which is repaid to the City upon the sale of the property. This loan is expected to provide for the rehabilitation of 68 units in 1977.

A similar program has been developed by the San Francisco Redevelopment Agency for Western Addition A-2. This program will offer loans at 5¾% and is expected to rehabilitate 125 units in 1977.

PUBLIC HOUSING MODERNIZATION
679 Units

The San Francisco Housing Authority has a continuous program of rehabilitation and modernization for its public housing units. Because of rising costs, limited revenue and limited federal assistance, the Community Development Block Grant has been utilized to assist in the rehabilitation of those units with the most serious need for repair.

In the 1975 and 1976 CDP's funds were allocated to supplement the Target Projects Program (TPP) of the Department of Housing and Urban Development. The TPP designated 1321 units in the Hunters Point area for rehabilitation. This rehabilitation will include interior and exterior painting, window replacement, new roofs and rehabilitation of the plumbing and heating systems. Present plans anticipate the initiation of rehabilitation of 450 units in 1976 with the demolition of 192 units and the rehabilitation of the remaining 679 units to begin in 1977.

SECTION 8 HOUSING ASSISTANCE PAYMENTS
550 Units

This program provides housing assistance payments for eligible lower-income households to reside in buildings that have been substantially rehabilitated (including renovation and conversion) to meet prescribed standards for decent, safe and sanitary living conditions. As in the other Section 8 programs (new construction and existing housing), eligible households pay between 15% and 25% of their incomes for rent, and the remainder of the fair market rent is paid by the Federal Government. Proposed changes in the regulations may allow this type of housing assistance to be applied in conjunction with the City's concentrated rehabilitation programs as well as individual site rehabilitation projects. With the initiation of the locally-financed rehabilitation programs, it is anticipated that 350 units can be used in rehabilitation areas in 1977 and an additional 200 units can be utilized throughout the City.

Existing housing
430 units

The Section 8 Housing Assistance Payments Program can be used to house eligible lower-income families and individuals in standard existing housing units at rents they can afford. These households pay

between 15 and 25 percent of their income, and the remainder of the fair market rent is paid by the Section 8 Program. The San Francisco Housing Authority is currently implementing a Section 8 Program for existing housing of 500 units. Additional allocations of Section 8 will be used to expand the present leasing program with 100 units being used to support the designated rehabilitation program areas, and the remaining 330 units being used City-wide.

New construction
1602 units

New housing developments are an integral element of the City's Housing Assistance Plan. Through new construction, opportunities are created to meet housing needs that are otherwise left unmet by the existing supply. For instance, the existing housing supply is acutely insufficient for those households identified as lacking "suitable" housing such as large families and handicapped or disabled persons. As part of the City's programming, priority is given to completion of on-going and committed new development projects. These include existing project commitments for (1) projects in designated redevelopment areas and the Mission and Hunters Point Model Neighborhoods, (2) the public housing units authorized by public referenda in 1964 and 1968, and (3) the replacement of approximately 200 public housing units to be removed in conjunction with the Target Projects Program in the Hunters Point area. New allocations, specifically through the Section 8 Program, should be used to supplement FHA-insured or privately-financed new construction projects, and to promote economic and racial integration by such means as scattered distribution of new assisted housing projects. The goal of 1602 total units of new construction is distributed as follows:

SECTION 8 HOUSING ASSISTANCE PAYMENTS
1202 Units

Pre-Approved Sites, Hunters Point Redevelopment Area
302 Units

Conditional HUD approval has been received for the construction of approximately 600 Section 8 units on sites within the Hunters Point Redevelopment Area. The first phase of these units, 297 units, is presently being reviewed by HUD. The remaining 302 units are expected to be approved in 1977.

SCATTERED SITE REPLACEMENT OF PUBLIC HOUSING
200 Units

Approximately 200 units are projected to be used as replacement units in connection with the Housing Authority's proposed "selective demolition/modernization" program. These units will replace substandard units eliminated from high-density family projects in the Hunters Point area; the purpose of eliminating these substandard units is to improve the living environment of the projects and reduce the overconcentration of subsidized housing. These replacement units will be located on a scattered site basis throughout the City.

SCATTERED SITE UNITS AND CHFA
300 Units

Approximately 300 units will be used for new "in fill" assisted housing projects of appropriate scale and character in sound as well as deteriorating areas. These "in fill" projects could consist of construction on vacant lots, replacement of dilapidated and unrehabilitable residential buildings, and replacement of non-conforming use (non-residential) structures in residential areas. Preference will be given to projects located in designated rehabilitation areas and in other areas of the City in which subsidized housing is to be actively encouraged. Preference will also be given to projects that include a significant number of large (three or more bedroom) units and to projects which will provide occupancy for the physically handicapped and the developmentally disabled. To the extent possible, the 300 units will be equally divided among units for the three households types: families, elderly and disabled persons.

The California Housing Finance Agency will become fully operational in 1976. The role of the CHFA in developing housing in San Francisco is not certain at this time since both allocations for Section 8 and mortgage financing through the sale of bonds are unknown. It will be the goal of San Francisco to utilize the CHFA to the maximum extent possible.

SECTION 202
300 Units

Allocations of Section 8 are available in conjunction with the Section 202 program. Section 202 is a direct Federal loan for development of housing for the elderly and handicapped by non-profit organizations. In 1976, San Francisco received tentative approval for three projects which include 300 Section 8 units. Congress is presently considering a new release of Section 202 funds and a projection of an additional 300 units is identified here. These units will particularly be useful in allowing the City to address the high need for housing for the handicapped and disabled.

UNITS IN LARGE MARKET-RATE DEVELOPMENTS
100 Units

One hundred units are projected for use in major market rate developments for the purpose of promoting economic integration. For example, these units might be used in a new large subdivision. The San Francisco Subdivision Code adopted by the Board of Supervisors in May 1975 contains a provision that in a subdivision project with 50 or more units, ten percent of the units should be for lower and moderate income occupancy if subsidy funds for such occupancy are available. To achieve the goal of economic integration, the City needs to indicate to developers the availability of housing assistance payments in the early stages of project development.

CONVENTIONAL PUBLIC HOUSING
400 Units

Four hundred units are also identified for construction under the conventional public housing program. These units are part of the remaining 4,226 public housing units authorized by public referenda in 1964 and 1968. These units will be located on scattered sites. One hundred units are identified for families, 150 units for the elderly, and 150 units for disabled persons.

Guidelines for Development

It is the City's policy to promote a balanced housing program. The objectives of this policy are (1) to locate assisted projects where they will promote economic and racial integration; and (2) to locate assisted projects where they will encourage the revitalization of neighborhoods. To further integrate efforts, preference will be given to proposed housing projects located outside existing areas of minority or low income concentration. At the same time, there is a continuing need to provide new or rehabilitated housing in existing community revitalization areas. Proposed housing projects in areas of racial or economic concentration will be considered if (1) they are a part of a program to revitalize the neighborhood, (2) there is community support for the projects, and (3) there are other housing choices available for lower income persons outside areas of racial or economic concentration.

In addition, it is the policy of the City that the proposed projects be evaluated and selected in terms of the following guidelines:

1. The sites of new projects should be physically separated from existing large-scale public housing and other subsidized housing projects when location in close proximity would result in undesirable impaction.
2. The site should be free from serious adverse environmental conditions, or there should be evidence that any such condition will be corrected by the time the project is completed. Adequate utilities (water, sewer, gas and electricity) and streets should be available to service the site.
3. The site should be accessible to social, recreational, educational, commercial and health services that are at least equivalent to those typically found in neighborhoods consisting of largely unsubsidized, standard housing of similar market rents.
4. Preference will be given to projects sponsored by entities with successful prior experience in meeting the particular social and economic needs of lower income households or by entities which present feasible proposals for meeting these needs. Preference will also be given to projects that include facilities and service programs geared toward the special needs of the households to be served by the project.
5. Preference will be given to projects which include a substantial number of units for the physically handicapped and developmentally disabled.
6. Of the total number of assisted units approved during the year, approximately 50 percent shall be for very low income households. Preference will be given to projects which provide a mix of very low income, lower income and middle income and above households.
7. Preference will be given to projects which employ housing assistance payments to support homeownership in cooperative housing projects.
8. With respect to family projects, preference will be given to projects that will provide a significant number of large units (three or more bedrooms).
9. Projects must conform to the Comprehensive Plan of the City and County of San Francisco and all applicable codes and ordinances, including the City Planning Code.

NOTE: To improve the quality and suitability of housing for all San Franciscans, the Department of City Planning has prepared design guidelines for use with the Housing Assistance Plan. They are *New Construction and Substantial Rehabilitation Project Design Guidelines*, dated April 24, 1975, and *Development Guidelines for Construction and Substantial Rehabilitation of Housing for Physically Handicapped and Developmentally Disabled People*, dated March 15, 1976. Additional guidelines are presently being developed for housing for elderly households.

It is recommended that potential housing developers consult with the Department of City Planning, the Mayor's Office of Community Development and other relevant agencies at an early stage to assure that the proposed project will conform to the HAP as well as meet plan and code requirements and the indicated guidelines.

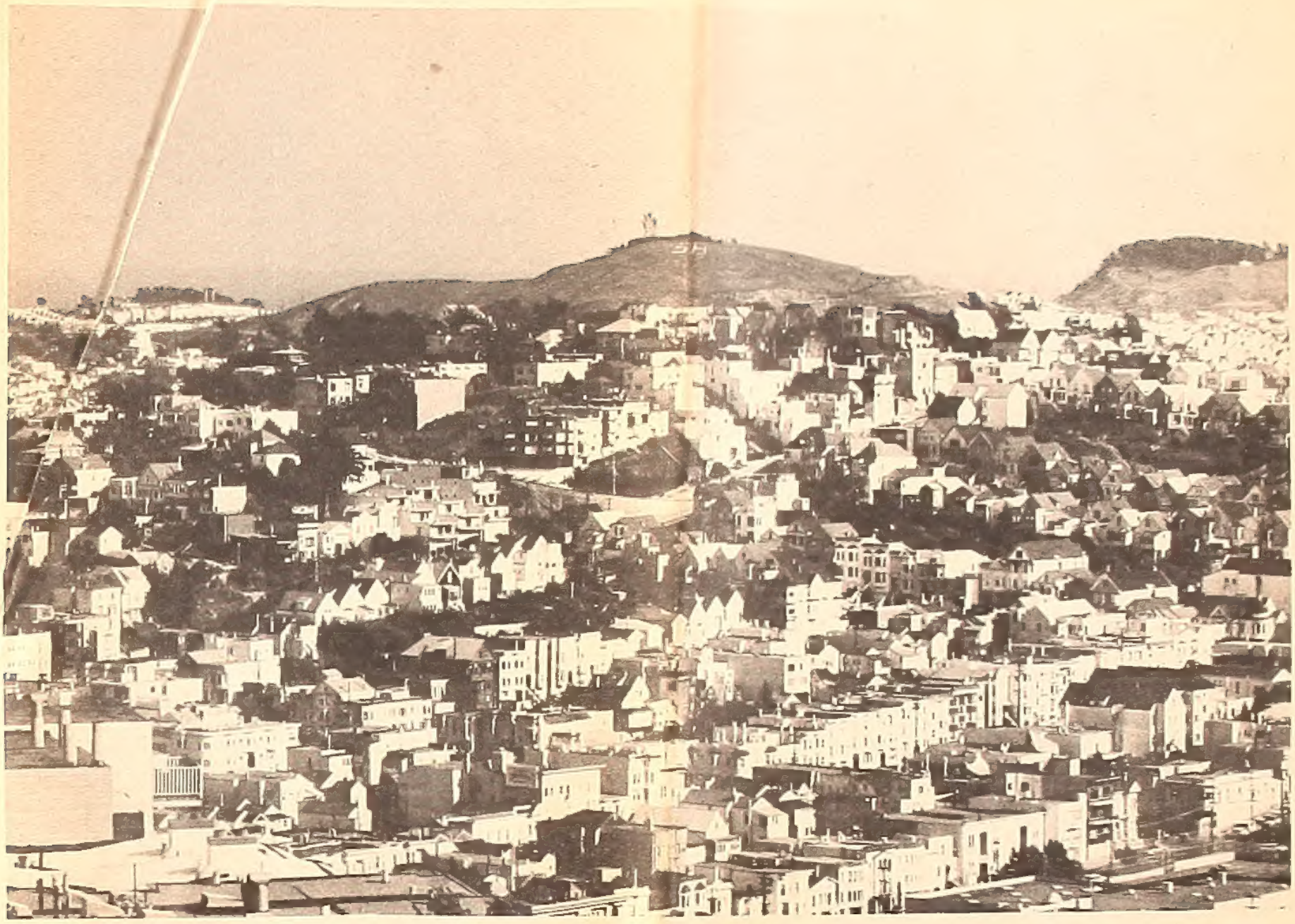
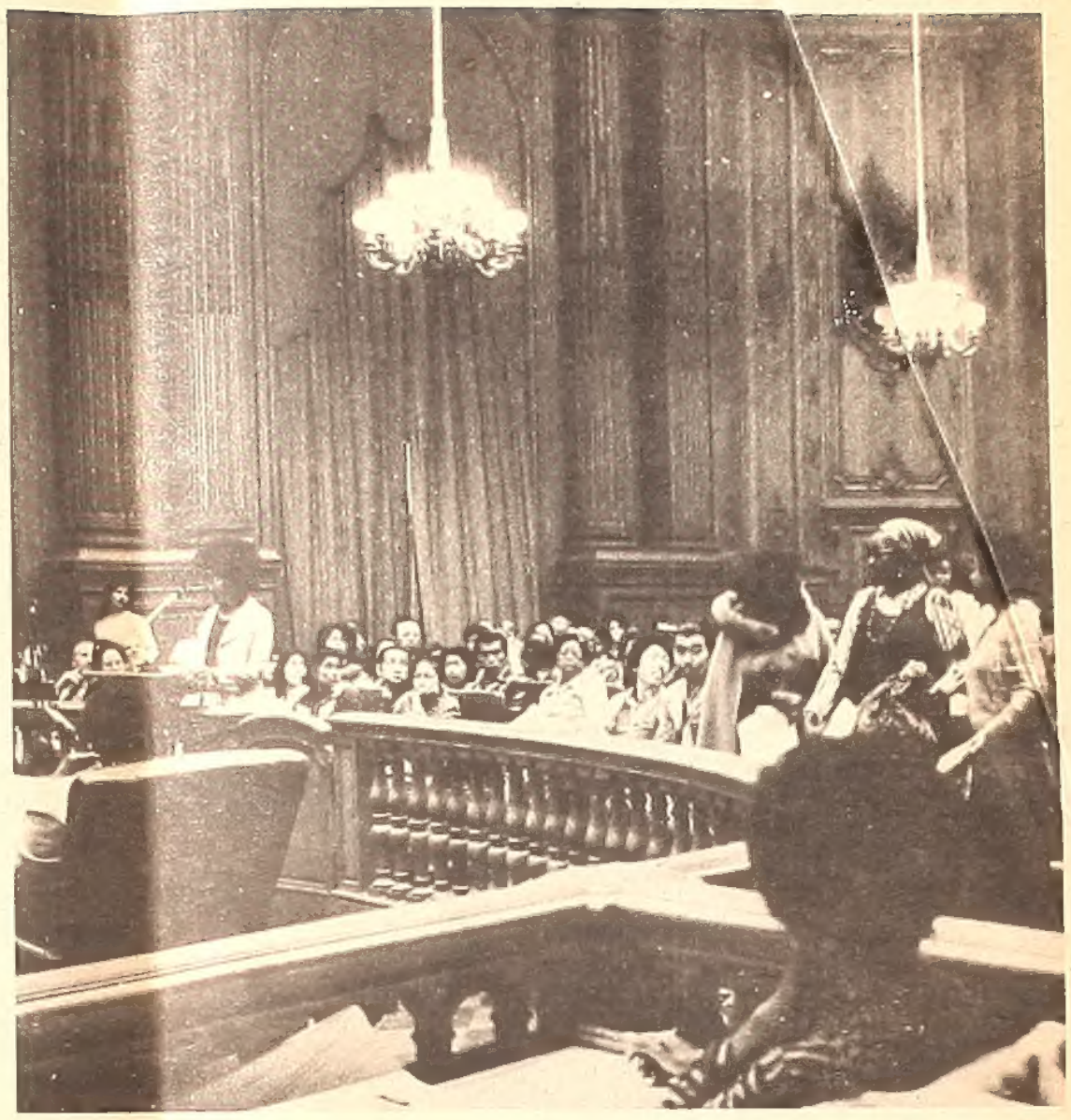


Table V **GOALS FOR ASSISTED HOUSING - 1977**

	Total Units	Family Units	Elderly/ Handicapped Units
REHABILITATION	**1,670**		
Locally-Financed Rehabilitation Loans	441		
RAP: Inner Richmond	107		
Upper Ashbury	141		
Hardship Loans (both areas)	68		
Western Addition A-2	125		
Public Housing Modernization	679	679	
Section 8 Housing Assistance Payments	550		
Designated Rehabilitation Areas	350		
Scattered Site Rehabilitation	200		
EXISTING	**430**		
Section 8 Housing Assistance Payments	430		
Designated Rehabilitation Areas	100		
Leasing Program	330		
NEW CONSTRUCTION	**1,602**		
Section 8 Housing Assistance Payments	1,202		
Pre-Approved Sites, Hunters Point Redevelopment Area	302	302	
Scattered Site Replacement of Public Housing	200		
Scattered Sites and CHFA	300	100	200
Section 202	300		300
Units in Large Market-Rate Developments	100		
Conventional Public Housing	400	100	300
TOTAL	**3,702**		

NOTICE of Public Hearings



Citizens are encouraged to review this preliminary proposal for the 1977 Community Development Program and to submit comments or additional proposals for consideration. Proposals can be submitted in writing to the Mayor's Office of Community Development, 939 Ellis Street, San Francisco 94109. In addition, opportunities will be provided for public comment at hearings to be held as follows:

TUESDAY JULY 27, 1976 - 7:30 P.M.
THURSDAY JULY 29, 1976 - 7:30 P.M.

BOARD OF SUPERVISORS CHAMBERS, CITY HALL

MAYOR'S ADVISORY COMMITTEE

The Citizens Committee on Community Development was appointed on May 10, 1976, by Mayor George R. Moscone, to help set priorities for the City's $28 million Community Development Program. The purpose of the Committee is to assist and advise the Mayor and his Office of Community Development in the preparation of the annual Community Development Program and Housing Assistance Plan.

In order to thoroughly study, evaluate, and make recommendations on the Preliminary and Final Proposals for the Community Development Program, the CCCD has established a subcommittee structure:

OVERVIEW SUBCOMMITTEE
To review federal guidelines, local community development policies, and assurances for citizens input and affirmative action.

HOUSING SUBCOMMITTEE
To review programs regarding new and rehabilitated housing.

NEIGHBORHOOD QUALITY SUBCOMMITTEE
To review the various activities under the program categories: Improve Neighborhood Quality; Increase Economic Development; and Community Development Programming.

The CCCD is currently reviewing citizens and agency requests as well as the activities in this Preliminary Proposal and will continue to evaluate them prior to the preparation of the Final Proposal.

The members of the Citizens Committee on Community Development are:

Benny Stewart, Chairperson
Toby Levine, Vice Chairperson
Jeff Mori, Secretary

Paulette Baugh
Rev. Anthony Baumann
Eugene Coleman
Cruz Gutierrez
Carolyn Henderson
Joseph Koontz
Josie Lee Kuhlman

Judy McCabe
Lawrence Moon
David Pasero
Anita Sanchez
Mable Schine
Kay Witcher
Dorothy Yee